



# governmentattic.org

*"Rummaging in the government's attic"*

Description of document: US Marshals Service (USMS) Annual Reports 2015-2021

Requested date: 18-October-2021

Release date: 18-May-2023

Posted date: 24-June-2024

Source of document: United States Marshals Service  
Office of the General Counsel  
Freedom of Information Act Unit  
CG-3, 15th Floor  
Washington, DC 20530-0001  
[USMS Public Access Link](#)

The governmentattic.org web site ("the site") is a First Amendment free speech web site and is noncommercial and free to the public. The site and materials made available on the site, such as this file, are for reference only. The governmentattic.org web site and its principals have made every effort to make this information as complete and as accurate as possible, however, there may be mistakes and omissions, both typographical and in content. The governmentattic.org web site and its principals shall have neither liability nor responsibility to any person or entity with respect to any loss or damage caused, or alleged to have been caused, directly or indirectly, by the information provided on the governmentattic.org web site or in this file. The public records published on the site were obtained from government agencies using proper legal channels. Each document is identified as to the source. Any concerns about the contents of the site should be directed to the agency originating the document in question. GovernmentAttic.org is not responsible for the contents of documents published on the website.



**U.S. Department of Justice**

United States Marshals Service

*Office of General Counsel*

---

*CG-3, 15<sup>th</sup> Floor  
Washington, DC 20530-0001*

May 18, 2023

**Re: Interim Response to Freedom of Information Act Request No. 2022-USMS-000040**  
**Subject:**

The United States Marshals Service (USMS) is responding to your Freedom of Information Act (FOIA) request received by USMS on October 18, 2021 the following with this interim response:

*"A digital/electronic pdf copy of the USMS Annual Report for each of these years: 2011, 2012, 2013, 2014, 2015, 2016, and 2017. (Date Range for Record Search: From 01/01/2011 To 08/17/2021)."*

Pursuant to your request, the USMS conducted a search for records responsive to your request and located 435 pages of responsive documentation within the following offices/divisions:

Office of the Director

For your information, Congress excluded three discrete categories of law enforcement and national security records from the requirements of the FOIA. See 5 U.S.C. 552(c) (2006 & Supp. IV (2010)). This response is limited to those records that are subject to the requirements of the FOIA. This is a standard notification that is given to all our requesters and should not be taken as an indication that excluded records do, or do not, exist.

Please be advised that because this is an interim response to your request, any appeal rights that may apply will be provided to you in our final response. Further releases of responsive records will be made to you by the USMS FOIA Office as soon as practicable.

Sincerely,

*/s/ ERT for*

Charlotte Luckstone  
Senior Associate General Counsel  
FOIA/PA Officer  
Office of General Counsel

Enclosure

# UNITED STATES MARSHALS SERVICE



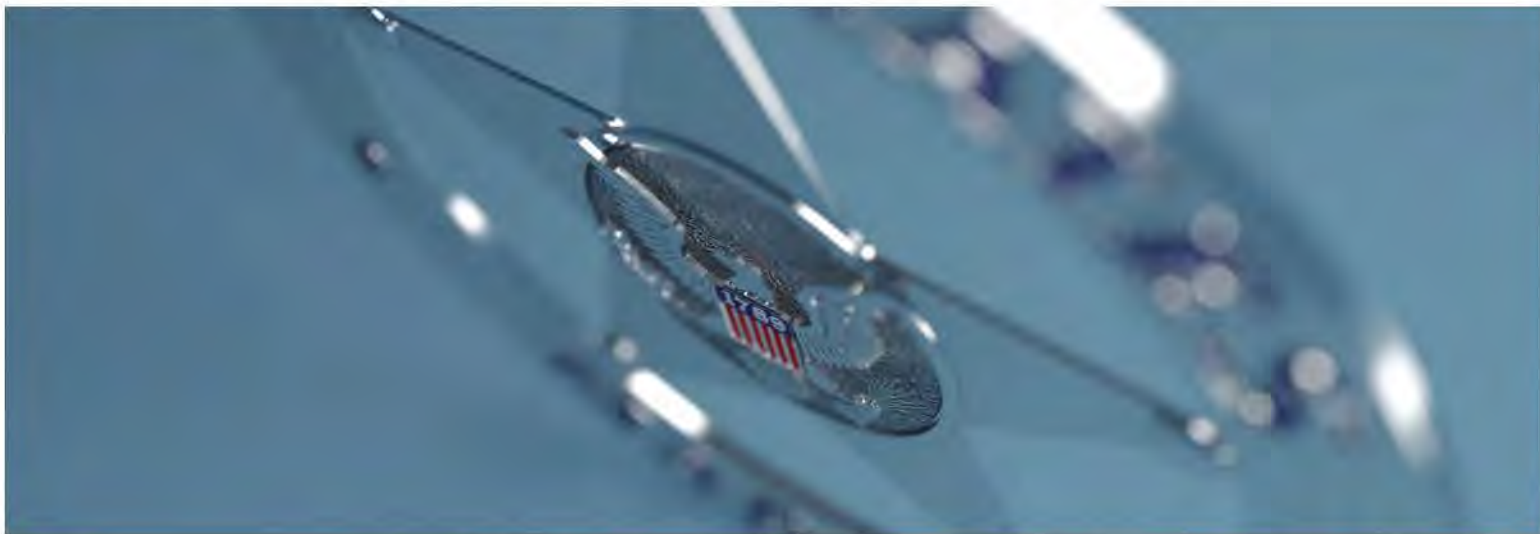
## FY 2015 ANNUAL REPORT

USMS Publication 2 • Online Edition

---

U.S. DEPARTMENT OF JUSTICE

# UNITED STATES MARSHALS SERVICE



## USMS FY 2015 ANNUAL REPORT

USMS PUBLICATION 2



[www.usmarshals.gov](http://www.usmarshals.gov)

# MESSAGE FROM THE DIRECTOR

---



The United States Marshals Service's (USMS) vision is to build upon our world-renowned mission capabilities while transforming into a data-driven, cost-efficient, and agile organization. Throughout fiscal year (FY) 2015, our Agency maintained momentum on this long-term transformation by capitalizing on recent successes and embarking upon new initiatives. I am pleased to present the Agency's *FY 2015 Annual Report*, which clearly demonstrates our commitment to making this vision a reality.

Over the past year, the USMS forged ahead with the Law Enforcement Safety Program that we began in 2011. We were reminded yet again of the program's importance as we faced the tragic line-of-duty death of Deputy U.S. Marshal Josie Wells on March 10, 2015. In FY 2015, we were able to bring critical officer safety training to more of our operational personnel by increasing the accessibility of firearms training, utilizing regional training venues, and fully deploying the Tactical Training Officer (TTO) program to prepare TTOs across the nation to train their peers.

The Agency also remained committed to reaching significant operational and administrative milestones in FY 2015, even managing to surpass some of them. The USMS proudly apprehended approximately 100,000 federal, state, and local fugitives through our routine investigative work, while taking the initiative to further protect the public through Operation Violence Reduction<sup>7</sup>. This strategic 6-week initiative resulted in the apprehension of over 7,000 of the most violent criminals and gang members across the nation, producing an immediate impact in communities plagued by violent crime. The USMS also made significant progress with the Austin Processing Center (APC). Designed to centralize the Agency's payment activities, the APC successfully converted from a pilot in only 16 districts to full implementation in all 94 districts and is now being used as a model by the Executive Office for the U.S. Attorneys. Additionally, the USMS implemented a space utilization plan to consolidate its Headquarters operations, a move that will result in an estimated annual rent savings of \$10 million.

In reviewing the *FY 2015 Annual Report*, you will learn of countless other accomplishments in each of our Agency's diverse mission areas. With 226 years of law enforcement experience under our belt and an innovative workforce committed to justice, I look forward to even greater advancements in FY 2016 and beyond.

A handwritten signature in black ink, which appears to read "David L. Harlow". The signature is fluid and cursive, written in a professional style.

David L. Harlow,  
Acting Director, United States Marshals Service

# CONTENTS

---

Message from the Director.....	II
United States Marshals Service FY 2015 Annual Report .....	1
Mission .....	1
Vision .....	1
Introduction .....	1
Organizational Structure.....	1
Resources by Strategic Goal .....	2
FY 2013-15 ENACTED RESOURCES BY USMS STRATEGIC GOAL .....	2
Performance by Strategic Goal .....	4
Goal 1: Protection of the Judicial Process .....	4
Judicial Protection and Courthouse Security.....	4
Witness Protection.....	7
Goal 2: Investigations .....	8
Fugitive Apprehension .....	8
Protecting America's Children and Communities .....	10
Asset Forfeiture Program .....	11
Goal 3: National Detention Operations.....	14
Prisoner Security, Detention, and Care .....	14
Prisoner Transportation (Out of District).....	17
Goal 4: Safety of Law Enforcement Personnel .....	19
Law Enforcement Personnel Safety .....	19
Domestic and International Emergency Support .....	20
Goal 5: Professional Workforce.....	22
Professional Workforce .....	22
Training and Development Opportunities .....	23
Program Assessment .....	25
Goal 6: Infrastructure Development .....	27
Financial Management Modernization and Compliance .....	27
Modernization of Technology and Systems .....	29
Environmental Stewardship .....	30
Facilities and Fleet Management .....	30
Appendix: Glossary of Acronyms .....	32

# UNITED STATES MARSHALS SERVICE FY 2015 ANNUAL REPORT

## Mission

To protect, defend and enforce the American justice system.

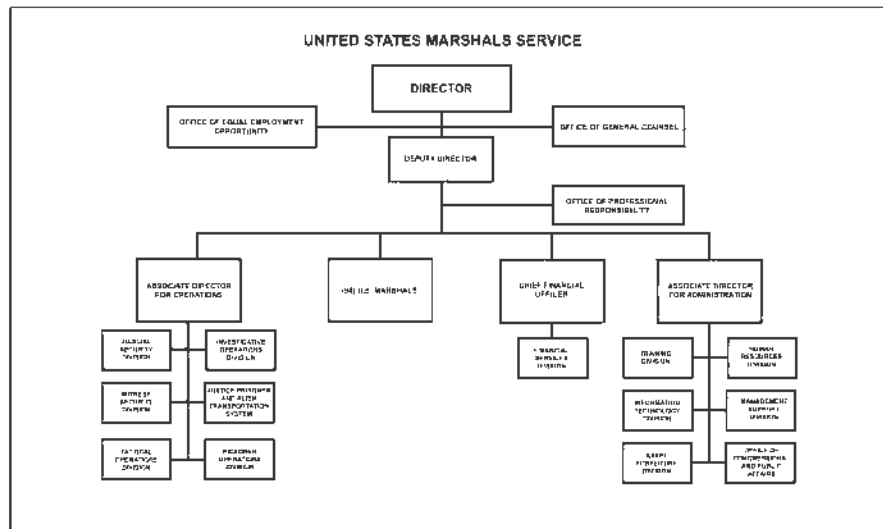
## Vision

A world class law enforcement agency—unified in our mission and workforce; professional and agile, with modernized tools and capabilities; strategically building upon our status as a trusted partner by achieving the highest levels of effectiveness, efficiency, safety and security.

## Introduction

As the nation's first, most versatile federal law enforcement agency, the United States Marshals Service (USMS) continues to build on its legacy of steadfast service and unique position in the country's federal justice system. Today, the USMS is a force of nearly 5,400 deputies and civil servants who protect the judicial process, the cornerstone of American democracy. Its mission is to provide federal judicial security; apprehend fugitives and non-compliant sex offenders; secure and transport federal prisoners; execute federal court orders; seize and manage assets forfeited to the government; and assure the safety of endangered government witnesses and their families. The USMS uses the influence and reach gained throughout its accomplished history and broad legal authority to collaborate with other federal, state, local, and international law enforcement agencies, as well as with concerned citizens and members of the judiciary, to form a united front against crime. This accomplishment is a result of the program execution throughout the 94 districts and USMS headquarters management, as shown in Figure 1.

## Organizational Structure



**Figure 1 – Organizational Structure.** The United States Marshals Service is well-organized operationally and administratively to effectively perform its mission of protecting, defending, and enforcing the American justice system.

## Resources by Strategic Goal

### FY 2013-15 ENACTED RESOURCES BY USMS STRATEGIC GOAL

The USMS utilizes the *USMS 2012-2018 Extended Strategic Plan* as the guide to further its mission and advance the capability of the Agency as a whole. This report highlights the resource investments and accomplishments of fiscal year (FY) 2015 under each strategic goal and major mission as displayed in Tables 1-5.

STRATEGIC GOAL 1 Judicial and Courthouse Security (S&E) Protection of Witnesses (S&E) Construction (Construction)	FY 2013 Enacted with Rescissions and Sequester Cut			2014 Enacted			2015 Enacted		
	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
<b>Comparison by activity and program</b>									
Judicial and Courthouse Security	1,673	1,510	334,983	1,673	1,510	356,951	1,673	1,510	359,963
Protection of Witnesses	153	141	30,635	153	141	32,644	153	141	32,919
<b>Total Enacted - S&amp;E</b>	<b>1,826</b>	<b>1,651</b>	<b>365,618</b>	<b>1,826</b>	<b>1,651</b>	<b>389,595</b>	<b>1,826</b>	<b>1,651</b>	<b>392,882</b>
Reimbursable FTE		17			18			18	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>1,826</b>	<b>1,668</b>	<b>365,618</b>	<b>1,826</b>	<b>1,669</b>	<b>389,595</b>	<b>1,826</b>	<b>1,669</b>	<b>392,882</b>
Construction	0	0	9,793	0	0	9,793	0	0	9,800
<b>Grand Total Enacted - S&amp;E and Construction</b>	<b>1,826</b>	<b>1,668</b>	<b>375,411</b>	<b>1,826</b>	<b>1,669</b>	<b>399,388</b>	<b>1,826</b>	<b>1,669</b>	<b>402,682</b>

*Note: Represents S&E operational resources only and Construction appropriation*

**Table 1 – Strategic Goal 1. Judicial and Courthouse Security (S&E)/Protection of Witnesses (S&E)/Construction**

STRATEGIC GOAL 2 Fugitive Apprehension (S&E)	FY 2013 Enacted with Rescissions and Sequester Cut			2014 Enacted			2015 Enacted		
	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
<b>Comparison by activity and program</b>									
Fugitive Apprehension	1,301	1,186	260,497	1,301	1,186	277,581	1,301	1,186	279,923
<b>Total Enacted - S&amp;E</b>	<b>1,301</b>	<b>1,186</b>	<b>260,497</b>	<b>1,301</b>	<b>1,186</b>	<b>277,581</b>	<b>1,301</b>	<b>1,186</b>	<b>279,923</b>
Reimbursable FTE		103			115			115	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>1,301</b>	<b>1,289</b>	<b>260,497</b>	<b>1,301</b>	<b>1,301</b>	<b>277,581</b>	<b>1,301</b>	<b>1,301</b>	<b>279,923</b>

*Note: Represents S&E operational resources only*

**Table 2 – Strategic Goal 2. Fugitive Apprehension (S&E)**



STRATEGIC GOAL 3 Prisoner Security & Transportation (S&E) Detention Services (FPD) Justice Prisoner and Transportation System (JPATS)	FY 2013 Enacted with Rescissions and Sequester Cut			2014 Enacted			2015 Enacted		
	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
<b>Comparison by activity and program</b>									
Prisoner Security and Transportation	878	819	175,801	878	819	187,330	878	819	188,911
<b>Total Enacted - S&amp;E</b>	<b>878</b>	<b>819</b>	<b>175,801</b>	<b>878</b>	<b>819</b>	<b>187,330</b>	<b>878</b>	<b>819</b>	<b>188,911</b>
Reimbursable FTE		0			0			0	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>878</b>	<b>819</b>	<b>175,801</b>	<b>878</b>	<b>819</b>	<b>187,330</b>	<b>878</b>	<b>819</b>	<b>188,911</b>
Detention Services	17	15	1,533,716	17	17	1,533,000	17	17	1,473,307
<b>Grand Total Enacted - S&amp;E and FPD</b>	<b>895</b>	<b>834</b>	<b>1,709,517</b>	<b>895</b>	<b>836</b>	<b>1,720,330</b>	<b>895</b>	<b>836</b>	<b>1,662,218</b>
JPATS	123	95	48,717	123	95	58,578	123	95	49,603
<b>Total Operating (President's Budget) Level - JPATS</b>	<b>123</b>	<b>95</b>	<b>48,717</b>	<b>123</b>	<b>95</b>	<b>58,578</b>	<b>123</b>	<b>95</b>	<b>49,603</b>
Actual Operating Level - JPATS	123	94	77,779	123	95	44,378	123	95	47,296
<i>Note 1: Represents S&amp;E operational resources only, FPD appropriation, and JPATS Revolving Fund</i>									
<i>Note 2: In FY 2012, Detention resources was reported under the Office of the Detention Trustee</i>									

**Table 3 – Strategic Goal 3. Prisoner Security & Transportation (S&E)/Detention Services (FPD)/Justice Prisoner and Transportation System (JPATS)**

STRATEGIC GOAL 4 Tactical Operations (S&E)	FY 2013 Enacted with Rescissions and Sequester Cut			2014 Enacted			2015 Enacted		
	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
<b>Comparison by activity and program</b>									
Tactical Operations	129	120	25,829	129	120	27,523	129	120	27,756
<b>Total Enacted - S&amp;E</b>	<b>129</b>	<b>120</b>	<b>25,829</b>	<b>129</b>	<b>120</b>	<b>27,523</b>	<b>129</b>	<b>120</b>	<b>27,756</b>
Reimbursable FTE		42			36			36	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>129</b>	<b>162</b>	<b>25,829</b>	<b>129</b>	<b>156</b>	<b>27,523</b>	<b>129</b>	<b>156</b>	<b>27,756</b>
<i>Note: Represents operational resources only; Base funding for LESTP and Officer Safety is being requested in FY 2016</i>									

**Table 4 – Strategic Goal 4. Tactical Operations (S&E)**

STRATEGIC GOAL 5 and 6 All S&E Decision Units (S&E)	FY 2013 Enacted with Rescissions and Sequester Cut			2014 Enacted			2015 Enacted		
	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
<b>Comparison by activity and program</b>									
Judicial and Courthouse Security	549	532	96,225	549	532	101,475	549	532	118,123
Fugitive Apprehension	443	416	115,315	443	416	121,772	443	416	95,316
Prisoner Security and Transportation	326	287	61,005	326	287	64,225	326	287	70,142
Protection of Witnesses	54	49	2,227	54	49	2,755	54	49	11,619
Tactical Operations	48	43	9,552	48	43	12,744	48	43	10,328
<b>Total Enacted - S&amp;E</b>	<b>1,420</b>	<b>1,327</b>	<b>284,324</b>	<b>1,420</b>	<b>1,327</b>	<b>302,971</b>	<b>1,420</b>	<b>1,327</b>	<b>305,528</b>
Reimbursable FTE		256			256			256	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>1,420</b>	<b>1,583</b>	<b>284,324</b>	<b>1,420</b>	<b>1,583</b>	<b>302,971</b>	<b>1,420</b>	<b>1,583</b>	<b>305,528</b>
<i>Note: Represents S&amp;E administrative resources only</i>									

**Table 5 – Strategic Goals 5 and 6. All S&E Decision Units (S&E)**

## Performance by Strategic Goal

### GOAL 1: PROTECTION OF THE JUDICIAL PROCESS

*Protect the Judicial Process through the most effective and efficient means*



#### JUDICIAL PROTECTION AND COURTHOUSE SECURITY

Since its establishment in 1789, a primary function of the USMS is the protection and security of the federal judicial process. The federal courts preside over cases involving domestic and international terrorists groups, organized crime and drug trafficking, and litigants distressed at the outcome of their individual cases. The high profile nature of these cases, the stature of federal judges presiding over them, and the symbolic significance of court facilities that host them, require vigilance to confront and overcome the threats to the security and integrity of the federal judicial process.

The war on terrorism places even greater importance on the role of the USMS, particularly in carrying out protective responsibilities for more than 2,200 federal judges, 11,000 federal prosecutors, and 15,000 court officials, along with members of the public who visit and work in federal courthouses. The protection of these officials, and safeguarding the public, is a responsibility that tolerates no errors. It is a comprehensive effort, accomplished by proactively deploying and effectively managing preventative measures, and continuously developing and implementing innovative protective tactics.

Central to the courthouse security mission is the management of approximately 5,000 contracted Court Security Officers (CSOs) who provide physical security at over 800 court facilities throughout the nation. Their duties include: monitoring security systems, responding to duress alarms, screening visitors at building entrances, controlling access to garages, providing perimeter security in areas not patrolled by the Department of Homeland Security's Federal Protective Service (FPS), and screening mail and packages.

As the physical security provider to federal facilities, the USMS develops, manages, and implements electronic security systems and screening equipment that protect each courthouse. These capabilities are critical to the safety of judicial officials, courtroom participants, the general public, and USMS personnel. Security cameras, duress alarms, and physical access control systems are a few of the countermeasures installed within court facilities to improve the overall security presence. When incidents occur, the USMS is equipped to identify situations requiring a tactical response, send additional staff to secure the situation, protect the judiciary, monitor personnel and prisoners, and digitally record events.

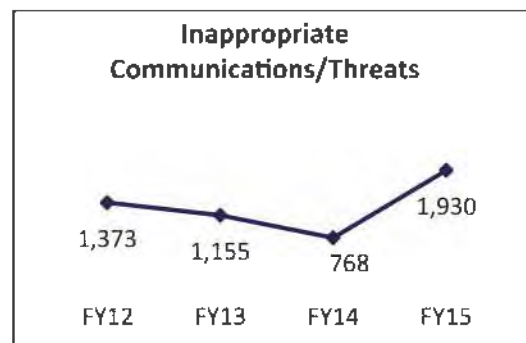
The USMS developed agreements and liaison positions with several federal agencies to address challenges in obtaining relevant intelligence, leveraging technological innovations, and implementing industry best practices. To support the protective and physical security programs, General Services Administration and FPS representatives are collocated within USMS. To facilitate the sharing of intelligence information, USMS positions are currently placed at the National Counter Terrorism Center (NCTC), Bureau of Prisons (BOP), and National Joint Terrorism Task Force (NJTTF). Allocating liaison positions increases the transfer of knowledge and collection of intelligence while increasing the efficiency of business processes.

### FY 2015 Mission Execution Highlights

The security of court personnel and facilities is central to an unimpeded judicial process and requires a massive effort. Success in protecting the judiciary is due not only to effective responsiveness, but also to proactive and preventive actions.

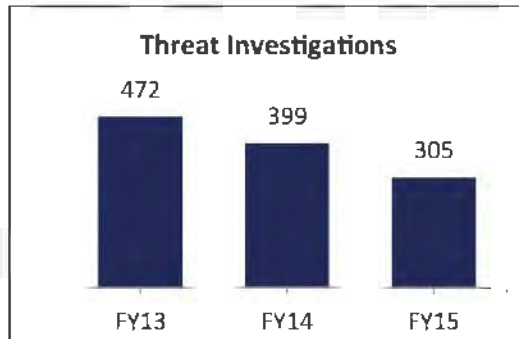
In FY 2015, the USMS:

- Strengthened court member knowledge of critical security awareness issues and best practices by creating, updating, and disseminating multi-media educational products and training. Produced the video series “Project 365,” covering a range of topics and published the off-site security book “Tips Judges Can Live With.”
- Enhanced USMS capabilities to predict trends, determine resource needs, and develop other strategic assessments related to protective and threat data. Key to this project was the revision of the policy, procedures, and performance measurement relating to protective investigations. The updated policy complies with the Attorney General Guidelines for Domestic Operations Manual. New procedures incorporated advances in protective investigations, interagency threat management methodologies, and utilize the Suspicious Activities, Incidents, and Deaths module within the USMS Justice Detainee Information System. As shown in Figure 2, USMS evaluated 1,930 inappropriate communications or potential threats. The dramatic increase in FY 2015 resulted from the incorporation of the new procedures.
- Ensured the continuity of secure access control and improved expenditure forecasts at federal judicial facilities nationwide by developing a weighted variable risk matrix. This matrix identifies facilities with the most critical physical access control needs and prioritizes facilities for preemptive maintenance/replacement funding (as defined by Interagency Security Committee (ISC) standards). Using this tool, USMS assessed 800 judicial facilities nationwide.
- Established a comprehensive, safe, and consistent approach to Active Shooter/Active Threat (ASAT) situations by developing policy, best practices, and training programs. Incorporated governmental and industry-wide best practices such as the ISC for Active Shooter Response.

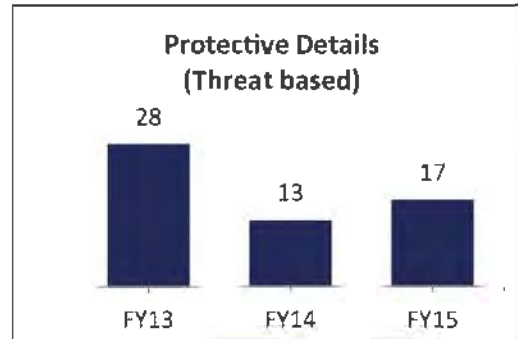


**Figure 2 – Inappropriate Communications/Threats.** Judicial security includes the critical step of evaluating all threats.

- Ensured the protection of court members and the judicial process through execution of the judicial security missions. As shown in Figure 3 and 4, 305 investigations of threats to court members resulted in mitigating action and 17 threat-based protective details. Additionally, the USMS provided 284 Supreme Court Justice protective details (10% increase over FY 2014), security for 145 judicial conferences (27% increase over FY 2014), 35 high-threat trials (equal to FY 2014), and 539 predicated protective investigations.



**Figure 3 – Threat Investigations.** A critical step in the protection of court members.



**Figure 4 – Protective Details.** A vital task in the event of credible threats.

- Mitigated threats to protectees' safety by developing educational products on workplace violence prevention. USMS provided training on this topic to federal judges, members of the court, and its employees.
- Implemented the Judicial Security Inspector (JSI) Mentorship Program. The new program gives skilled JSIs an opportunity to assist less experienced JSIs in the field by providing training, guidance, and advice.
- Established a more accurate budget projection for courthouse security equipment. The USMS worked with the judiciary to change the budget formulation process for courthouse security systems, court facility alterations and improvements, and the cyclical replacement of existing security equipment.
- Improved security at federal court facilities by creating a new curriculum for CSO Phase II Orientation. This curriculum provides more hands-on training of security screening equipment, participation in ASAT labs, and an overview on courtroom decorum, security trends, and vehicle searches.
- Streamlined CSO management by awarding \$442 million in new CSO contracts that mandate enhanced reporting requirements, computer-based training for all CSO personnel, automated time and attendance systems, and re-aligned responsibilities for purchasing CSO ballistic vests.
- Improved off-site security program management by awarding a \$6 million Home Intrusion Detection Systems contract to support the installation and repairs of over 1,600 residential alarm systems of participating federal judges. The new contract will enhance and refine reporting requirements and service response times.
- Enhanced and strengthened the USMS international presence by collaborating with the Department of Justice's (DOJ) Overseas Prosecutorial Development, Assistance and Training program and International Criminal Investigative Training Assistance Program to conduct foreign programs involving court and judicial security assessments and training. A total of six international programs were supported by the USMS, including court and judicial security assessments, facility vulnerability evaluations and protective operations, and investigations training.
- Established the DOJ Physical Security Working Group to bring physical security subject matter experts together to facilitate an effective information exchange of best practices and lessons learned. Topics include physical access control systems, hostile vehicle mitigation, vehicle inspection, lobby design, screening equipment, cyclical replacement of security equipment, and ISC participation.

- Collaborated with the Virginia Center for Policing Innovation to develop a Judicial Security Specialist Program. The program will deliver comprehensive, blended-learning training on current and best practices in judicial security for state and local partners.

## WITNESS PROTECTION

The protection of witnesses ensures the safety of government witnesses whose lives are threatened as a result of their testimony against drug traffickers, terrorists, organized crime members, and other major criminal organizations. The Witness Security Program provides physical security during the trial proceedings and assistance to create new identities and relocate witnesses and their families after the trial. The successful operation of this program is widely recognized as providing a unique and valuable tool in the government’s war against organized crime, drug cartels, violent criminal gangs, and terrorist groups.

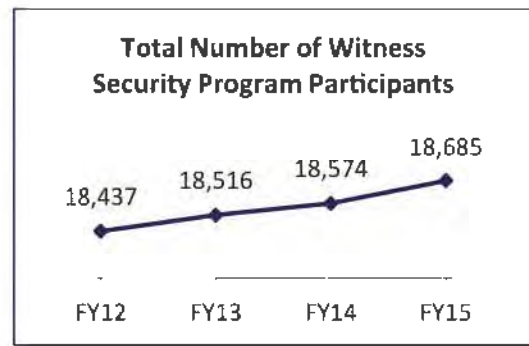
### FY 2015 Mission Execution Highlights

The USMS remains committed to providing a safe, protective environment for all witness security program participants to ensure their testimony can be provided without fear of retaliation. This mission becomes more challenging as the numbers of participants increase. Figure 5 displays the upward trend in the number of witness security program participants, peaking at 18,685 at the conclusion of FY 2015. Nonetheless, there is constant testing and assurance of compliance by evaluating operational training, management systems, witness assimilation, and a holistic approach of collaboration with other agencies to enhance operational ability, mission efficiency, and timelines.

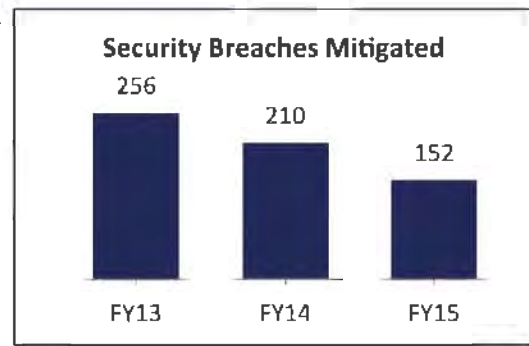
The USMS continued to collaborate with the Office of Enforcement Operations (OEO) on standard operating procedures (SOPs) to identify specific infractions that could lead to the termination of security assistance, as well as continue to identify areas such as technology that could lead to identity compromise. This collaboration has led to 152 security breaches mitigated, highlighted in Figure 6.

In FY 2015, the USMS:

- Prioritized future witness security projects and initiatives by developing a strategic plan.
- Established protocols to ensure witness protection participants are properly vetted to identify both terrorist and sex offender cases.
- Enhanced controls of high-risk program participants and increased the security of witnesses, inspectors, and the general public by developing new policies. The USMS collaborated with the Transportation Security Administration, NJTTF, NCTC, and OEO to develop the Terrorism Case Protocol Policy. Additionally, the USMS and OEO developed the Sex Offender Policy.



**Figure 5 – Witness Security Program Participants.** Providing a safe, protective environment for a growing number of participants.



**Figure 6 – Security Breached Mitigated.** Collaborative, synchronized efforts enable identification of infractions and enhance law enforcement and public safety.

## GOAL 2: INVESTIGATIONS

*Strengthen the effectiveness of domestic and international investigations*



### FUGITIVE APPREHENSION

Fugitive apprehension is one of the primary missions of the USMS and the greatest opportunity to increase public safety by reducing violence in America's communities. The Fugitive Apprehension mission consists of domestic and international fugitive investigations including fugitive extraditions and technical operations. The USMS has the authority to enforce the Fugitive Felon Act and may assist state and local agencies in their fugitive missions, even in the absence of interstate or other extra-jurisdictional flight.

To effectively conduct foreign and international fugitive investigations, the USMS manages three foreign field offices, the Mexico and Canada Investigative Liaison programs, and the global extradition program. It also maintains liaison positions at International Criminal Police Organization (INTERPOL)-Washington, DOJ's Office of International Affairs, the El Paso Intelligence Center, and Diplomatic Security Service.

#### **FY 2015 Mission Execution Highlights**

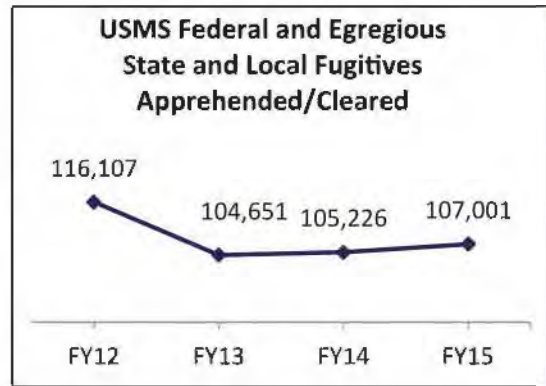
The USMS is the Federal Government's primary agency for conducting fugitive investigations and has a critical role in implementing the DOJ's violent crime reduction strategy. Of all federal warrants cleared by arrest or detainer, the USMS was responsible for 51% in FY 2015.

In addition to federal fugitives, USMS arrests many violent state and local fugitives through its extensive network of fugitive task forces. USMS task forces, which currently include over 1,200 state and local law enforcement agency partners, serve as a force multiplier for state and local law enforcement, ensuring

the nation's most egregious criminals are apprehended for judicial proceedings. In response to increasing requests to assist with state and local fugitive apprehension, the USMS established a formal set of selection criteria to ensure the utmost protection of the public by focusing its limited resources on the most egregious fugitives. This standard now serves as a performance measure for the 94 USMS districts.

In FY 2015, the USMS:

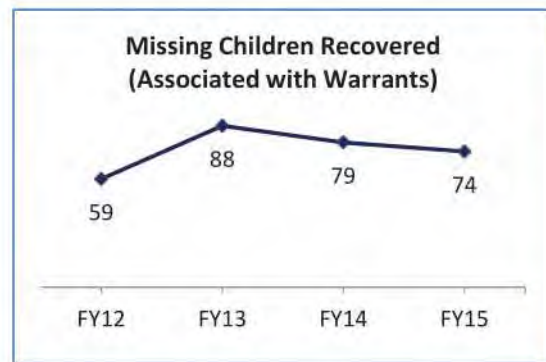
- Enhanced public safety by apprehending or clearing 107,001 USMS federal and egregious state and local fugitives, as shown in Figure 7. These fugitives included 4,714 homicide suspects, 6,588 gang members, 1,036 Organized Crime and Drug Enforcement Task Force fugitives, and 14,198 sex offenders. The USMS also seized 2,971 firearms, over \$18 million in U.S. currency, 133 vehicles, and almost 2,000 kilograms of illegal narcotics.
- Closed 32,002 federal warrants (31,202 fugitives) and 98,025 state and local warrants (84,542 fugitives). These included warrants for 5,039 homicide charges, 8,673 charges on known gang members, 1,063 charges on Organized Crime and Drug Enforcement Task Force targets, and 16,170 sex offender charges (sexual offense, sexual assault, or failure to register), as shown in Table 6.
- Ensured a judicious use of resources, with over 90% of all cases adopted meeting the SOP criteria for egregious state and local case adoption.
- Increased public safety and the safety of minors by partnering with the National Center for Missing and Exploited Children (NCMEC) and other law enforcement entities to locate and recover 74 endangered or missing children, safely returning them to their families, as displayed in Figure 8.
- Protected domestic and international communities from transnational fugitives perpetrating crimes of violence, sexual assault, fraud, and drug activity by closing over 2,400 International Foreign Fugitive cases. Of these, 966 cases involved fugitives wanted by the United States who had fled to a foreign country to avoid prosecution or incarceration. The remaining 1,435 Foreign Fugitive cases that were closed involved fugitives wanted by a foreign nation but were believed to be in the United States.
- Assisted in the judicial process by performing 796 removals, including extraditions, foreign extraditions, deportations, and expulsions, through coordination with 71 foreign nations.



**Figure 7 – USMS Federal and Egregious State and Local Fugitives Apprehended/Cleared.** USMS task forces are a force multiplier for state and local law enforcement, ensuring the nation's most violent criminals are apprehended for judicial proceedings.

USMS FY 2015 Totals	Fugitives Apprehended or Cleared	Warrants Closed
Federal	31,202	32,002
Egregious State/Local	75,799	89,988
Total State/Local	84,542	98,025
<b>USMS Special Subtotals</b>		
Homicide	4,714	5,039
Gang Member	6,588	8,673
OCDETF	1,036	1,063
Sex Offender	14,198	16,170

**Table 6 – Fugitives Apprehended or Cleared and Warrants Closed.**



**Figure 8 – Missing Children Recovered.** USMS coordinates efforts with NCMEC in connecting fugitive investigation resources with other law enforcement agencies in need of assistance.

- Increased public safety and optimized resources by using the USMS' seven Counter-Gang Units (CGUs) to target violent criminal elements in gangs at the national and local levels. CGUs cleared 721 warrants, made 557 physical arrests, and seized more than \$570,000 in U.S. currency, 43.5 kilograms of illegal narcotics, and 112 illegal firearms.
- Protected the public through Operation Violence Reduction<sup>7</sup> (VR<sup>7</sup>) by arresting 7,127 violent criminals, including 750 gang members. This six-week initiative focused law enforcement efforts within seven core cities and associated regions. As part of VR<sup>7</sup>, the USMS seized 383 firearms, \$584,431 in U.S. currency, and more than 69 kilograms of illegal narcotics, and cleared the following warrants: 519 homicide, 922 weapons-related, 1,888 assault, 583 sexual assault, 1,093 robbery, and 2,654 narcotics.
- Enhanced accountability and transparency by developing the ability to accurately track international fugitive removal activities, including all associated costs. The incremental solution advances the USMS initiative to provide a comprehensive mechanism for evaluating the performance of DOJ's international fugitive removal program.
- Increased investigators ability to verify the identity of persons in the field by developing a handheld Mobile ID Program. These handheld devices allow investigators to rapidly identify and verify wanted subjects, enhancing officer safety. Ninety mobile fingerprinting devices were deployed to 29 districts and seven Regional Fugitive Task Forces. As the first federal agency with this capability, the USMS anticipates full deployment by 2016.
- Increased efficiency and effectiveness of USMS fugitive and sex offender investigations by ensuring the USMS has full access to the Law Enforcement Information Exchange (LInX). More than 520 USMS users accessed LInX over 300,000 times in the first six months of utilization.

## PROTECTING AMERICA'S CHILDREN AND COMMUNITIES

The USMS is the lead federal law enforcement agency responsible for investigating sex offender registration violations. The USMS has three distinct missions pursuant to the Adam Walsh Child Protection and Safety Act of 2006 (AWA): (1) assist state, local, tribal, and territorial authorities in the location and apprehension of non-compliant sex offenders; (2) investigate violations of 18 U.S.C. § 2250 and related offenses; and (3) assist in the identification and location of sex offenders relocated as a result of a major disaster.

### FY 2015 Mission Execution Highlights

The USMS takes an aggressive approach toward protecting the most vulnerable members of society from violent sex offenders and child predators by partnering with state, local, tribal, and territorial law enforcement. Coordinated efforts include conducting specialized training for state and local law enforcement partners, task force officers, and USMS personnel authorities involved in the regulatory registration process. The USMS also maintains a critically important partnership with the NCMEC. There are approximately 819,000 registered sex offenders nationwide, of which a substantial percentage is estimated to be non-compliant with registration requirements.

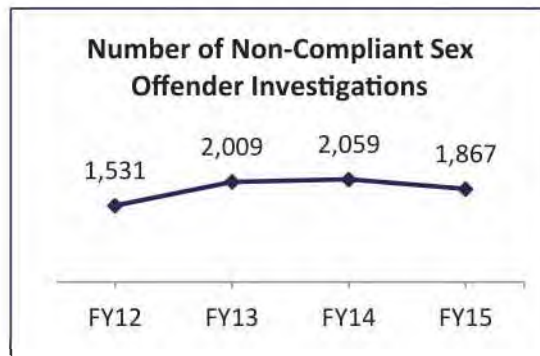
In FY 2015, the USMS:

- Enforced sex offender registration laws nationwide by opening 1,867 AWA investigations, as shown in Figure 9, and conducting 353 sex offender operations which resulted in 1,938 arrests for failure to register. USMS investigators also assisted state and local agencies with 43,236 compliance checks of known registered sex offenders. In addition, the USMS responded to 4,043 requests for intelligence and investigative support from federal, state, local, tribal, territorial, and



foreign law enforcement entities searching for noncompliant sex offenders in their communities.

- Improved tribal populations' ability to track and register sex offenders by developing an outreach program. This program is increasing coordination and communication among all levels of law enforcement and public sector entities assisting with the regulatory process of registration in tribal lands. The USMS provided training for 44 attendees from a vulnerable tribal community on the AWA, re-entry notifications, and sex offender operation best practices.
- Improved communication and collaboration related to military sex offender registration investigations by conducting outreach initiatives at two military installations. The events were attended by representatives from 22 military units and regional and local law enforcement agencies.



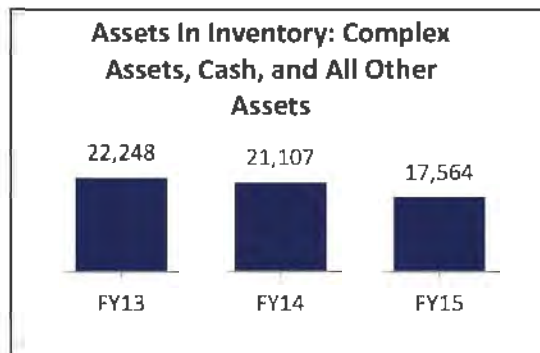
**Figure 9 – Non-Compliant Sex Offender Investigations.** Historically, the USMS exceeds the noncompliant sex offender investigation target identified as part of the DOJ's priority goal "Protecting Vulnerable People."

### ASSET FORFEITURE PROGRAM

As a nationwide law enforcement initiative, the DOJ Asset Forfeiture Program (AFP) plays a critical and key role in disrupting and dismantling illegal enterprises, depriving criminals of the proceeds of illegal activity, deterring crime, and restoring property to victims. The USMS is the primary custodial agency of the AFP. In addition to its core fiduciary responsibilities associated with the management and disposition of over 17,000 assets valued at \$3.1 billion, the USMS also provides vital support to the U.S. Attorney's Office and the investigative agencies through enhanced pre-seizure planning and financial investigations. These investigative agencies include the Drug Enforcement Administration, the Federal Bureau of Investigations, the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), the Food and Drug Administration, the Department of State's Diplomatic Security Service, the Department of Defense (DOD) Criminal Investigation Service, and the U.S. Postal Inspection Service. As a recognized world leader in asset management and asset disposal, the USMS AFP also receives various requests for technical assistance from countries around the world. These requests range from conducting assessments of a country's asset forfeiture program to providing assistance with the restraint of property both domestic and foreign.

#### FY 2015 Mission Execution Highlights

The USMS AFP plays a critical role in providing recommendations based on pre-seizure analysis, conducting financial investigations, and managing and disposing assets located nationally and internationally. On average, the USMS AFP receives over 20,000 unique assets annually. These assets include cash, real property, personal property, and complex assets, as shown in Figure 10.



**Figure 10 – Assets in Inventory: Complex Assets, Cash, and All Other Assets.** AFP's critical role involves management and disposal of all assets to include cash, real property, personal property, and complex assets.

The inventory at the onset of FY 2015 was 17% lower compared to that of FY 2014. The downward trend is primarily due to an FY 2015 DOJ policy

change, which prohibits federal adoption of property seized by state or local law enforcement under state law, except for property that directly relates to public safety concerns. This policy change resulted in a significant decrease in the total number and value of assets as shown in Figures 11 and 12.

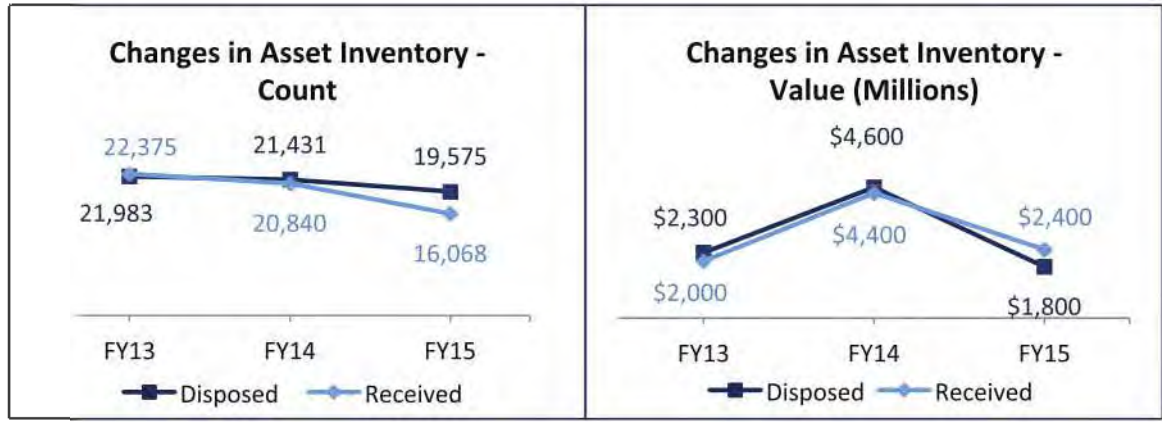


Figure 11 – Changes in Asset Inventory - Count.

Figure 12 – Changes in Asset Inventory – Value.

AFP is regarded as the expert in the efficient management and timely disposition of seized and forfeited assets.

The USMS AFP is regarded as the expert in the efficient management and timely disposition of seized and forfeited assets; however, maintaining the value of an asset over the duration of the forfeiture process is a challenge.

By promoting cost-saving measures through innovative contract strategies and open lines of communication with stakeholders, the USMS AFP aims to generate the maximum return upon the disposition of an asset. The USMS monitors the Percent of Value Returned to Fund (PVR), which consists of the percentage of a disposed asset’s value that was returned to the Assets Forfeiture Fund (AFF) after deducting all USMS management expenses, equitable sharing, and third-party payments. The AFF is the repository for all proceeds from the liquidation of forfeited assets and serves as the primary funding source for the AFP. As shown in Figure 13, the average PVR for FY 2015 was 64%.

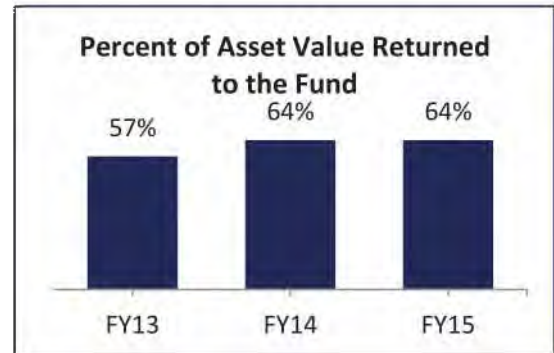


Figure 13 – Percent of Asset Value Returned to the Fund. The AFP aims to generate the maximum return upon the disposition of an asset.

In FY 2015, the USMS:

- Continued to successfully manage and dispose of seized Bitcoins. The USMS strategically conducted multiple online government auctions through a sealed-bid process, selling nearly 174,000 Bitcoins valued at approximately \$67 million at the time of the sale. This creative sales plan resulted in all gross proceeds being deposited to the AFF with no management or disposal expenses incurred. A successful outgrowth of this case was the establishment of an inter-departmental working group, formed to develop future policies to govern the management of virtual currency assets.
- Continued to provide support to the Program’s investigative agencies and U.S. Attorney’s Office through the Asset Forfeiture Financial Investigators (AFFI) Program, which consists of 58 specially-trained Deputy U.S. Marshals assigned to prosecution teams in 54 judicial districts. The AFFIs augment the financial investigations of on-going criminal and civil investigations to deprive criminals of the proceeds of illegal activity.

- Improved the ability of the Federal Government to recover monies and satisfy court imposed forfeiture related judgments by deploying a new national initiative that led to the recovery of more than \$1 million during the first year.
- Advanced the international asset forfeiture mission by participating in nine international training events, conducting one international forfeiture assessment, participating in 33 active international cases, managing 82 Camden Asset Recovery Interagency Network requests, and continuing collaboration with INTERPOL.
- Supported community-based revitalization programs through Operation Goodwill which allowed for the transfer of limited or marginal value property to a state or local government agency for community-based health and safety programs. Transferred one real property asset in the Eastern District of New York to the non-profit Mutual Housing Association of New York (MHANY). This asset, a vacant lot, was incorporated into MHANY's design for a 58-unit apartment building to provide affordable housing opportunities to low and moderate income families. Transferred 28 pieces of electronic equipment in the Eastern District of New York to Charlie's Champions Foundation, a non-profit organization that serves Winthrop University's Hospital Cancer Center for Kids.

## GOAL 3: NATIONAL DETENTION OPERATIONS

*Optimize National Detention Operations with well-established business practices that achieve cost effective, safe, secure, and humane confinement and transportation.*



### PRISONER SECURITY, DETENTION, AND CARE

The Prisoner Security mission is a complex and multi-layered function, both in scope and execution. The USMS is responsible for the national operational oversight of all detention management matters pertaining to individuals remanded to the custody of the Attorney General. The USMS ensures the secure care and custody of these individuals through several processes to include providing sustenance, ensuring secure lodging and transportation, evaluating conditions of confinement, providing necessary medical care, and protecting their civil rights through the judicial process.

Detention resources provide the housing, transportation, medical care, and medical guard services for federal detainees remanded to USMS custody. Detention resources are expended from the time a prisoner is brought into USMS custody through the termination of the criminal proceeding and/or commitment to BOP. The Federal Government relies on various methods to house detainees “as effectively and efficiently as possible.”

#### **FY 2015 Mission Execution Highlights**

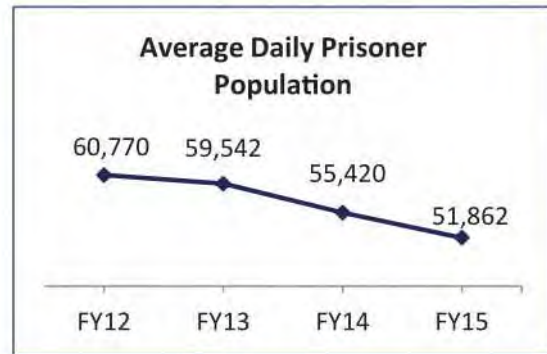
The USMS preserves the integrity of the federal judicial process by establishing national detention policy and administering the federal detention management system. Program management of the housing, transportation, and care of federal prisoners involves extensive capacity planning and detention management, forecasting, resource analysis, and confinement condition oversight.

During FY 2015, the number of prisoners received by the USMS was 194,792, 3.9% or 7,888 prisoners less than FY 2014, as shown in Table 7. The number of prisoners received for immigration offenses decreased by 13.1%; weapons offenses increased by 9.4%; supervision offenses increased by 4.9%; and drug offenses increased by 1.9%. These statistics potentially signal longer detention times.

FY 2014 – FY 2015 Prisoners Received by Offense		
Performance Measure	FY 2014	FY 2015
<b>Total</b>	<b>202,680</b>	<b>194,792</b>
Violent	5,796	9,033
Property	12,877	13,313
Drugs	24,406	24,892
Weapons	7,410	8,181
Immigration	82,122	71,357
Other New Offenses	12,130	14,829
Supervision Violations	23,272	24,480
Material Witness	4,977	4,879
Writs, Holds, Transfers	29,690	23,828

**Table 7 – Prisoners Received.** The number of prisoners entering detention was 3% less than in FY 2014.

The FY 2015 Average Daily Population (ADP) was 51,862, 6.4% less than FY 2014, as shown in Figure 14. The USMS housed fewer prisoners in Intergovernment Agreement (IGA), federal, and contract detention institutions.



**Figure 14 – Average Daily Prisoner Population.** A lower than projected ADP was observed nationwide.

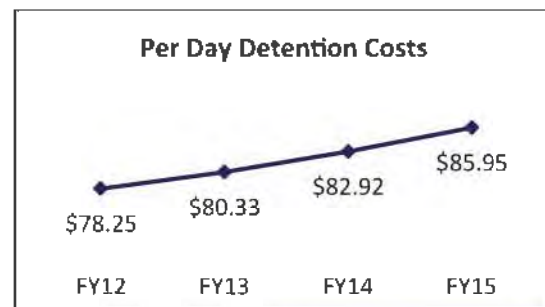
The USMS continued to conduct a number of cost savings initiatives, including improving prisoner medical case management, close monitoring of the BOP bed utilization, tracking movement backlogs and designation patterns, and increasing the efficiency of Quality Assurance Reviews.

In FY 2015, the USMS:

- Maintained a balanced approach to detention by housing 9,774 prisoners in BOP detention facilities with beds specifically allocated for USMS use and housing 10,248 prisoners in private facilities under direct contract.
- Held the per day, per capita jail cost at \$79.13, 3.5% above FY 2014, for all facility types, despite an increase in the Service Contract Act wage allowances and the overall inability to take advantage of economies of scale at the contract facilities, as shown in Table 8.
- Held the per day, per capita detention cost at \$85.95, 2% above the projected level (3.7% above FY 2014), as shown in Figure 15. The rate includes the cost of housing, medical, and within district transportation services. Reduced population levels result in an inability to reach the economies of scale available with larger population levels.
- Streamlined and enhanced the USMS prisoner movement management system by migrating the Office of the Federal Detention Trustee (OFDT) Office Workflow System to the USMS Detention Services Network, and centralizing critical mission service systems.

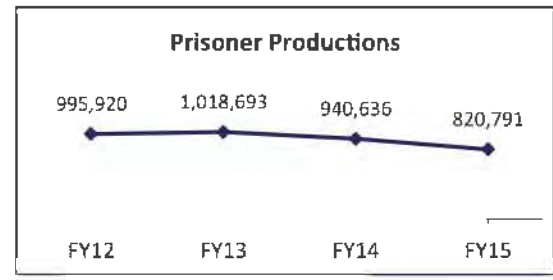
FY 2014 and FY 2015 Per Capita Jail Cost		
Performance Measure	FY 2014	FY 2015
<b>Total</b>	<b>\$76.33</b>	<b>\$79.13</b>
IGA Total	\$68.74	\$69.71
State & Local	\$70.69	\$71.40
Private, Indirect	\$60.31	\$62.52
Private, Direct	\$98.53	\$108.24

**Table 8 – Per Diem Rate by Facility Type.** The USMS garnered economic efficiencies through greater utilizations of private detention and low-cost incremental rates.



**Figure 15 – Per Day Detention Costs.** USMS supports the Federal Government’s objective of housing detainees “as effectively and efficiently as possible.”

- Produced 820,791 prisoners for court proceedings, attorney meetings, medical attention, Justice Prisoner and Alien Transportation System (JPATS) airlifts, and other physical transfers, as shown in Figure 16. The decrease in prisoner production was attributable to the decrease in the number of prisoners received, the average daily detention population, and the number of required prisoner transfers.
- Managed government resources efficiently by releasing 39,083 prisoners from USMS custody following short-term sentences, as shown in Table 9. Of the prisoners released following short sentence expiration, 86.4% were arrested for immigration offenses. Prisoners serving short-term sentences accounted for 6.5% of the total USMS detention population, and cost an estimated \$98 million annually for post-sentencing housing.
- Improved prisoner detention management by automating District Detention Management Reports (DDMR), which provide districts day-to-day details of detention operations, quality control, and performance evaluation. The new DDMRs allow districts to identify potential areas of concern and validate their operational data.
- Improved prisoner medical care by developing and implementing a self-service tool for districts to locate appropriate housing and medical resources for prisoners with various medical needs. The tool includes automated updates to display current and accurate facility data, such as location details, medical capabilities, costs, and points of contact in an interactive map. The tool will save both funding and resources for districts while improving prisoner medical care.
- Aligned detention resources and operations by assessing and refining the organizational structure, financial processes, and human capital of the USMS Prisoner Operations Division (POD) after merging with the OFDT. The new POD is more streamlined and better equipped to implement efficiencies in the detention system.
- Improved the procurement of guard/transportation service contracts by ensuring minimum qualifying standards. An agency-wide review of these contracts included a comprehensive inspection and verification of service action plans, inspection schedules, and training plans.
- Avoided over \$5.3 million in prisoner medical costs by developing a more robust case management system at the Columbia Regional Care Center, an improved prisoner medical care denials/deferrals/management process, a pharmaceutical formulary and generic medications program, and a Quality Assurance Medical Review process at USMS detention facilities using the services of U.S. Public Health Service officers.



**Figure 16 – Prisoner Productions.** The decrease in prisoner production was attributable to the general decrease in the number of prisoners received, the average daily detention population, and the number of required prisoner transfers.

Performance Measure	FY 2014	FY 2015
<b>Prisoners with Short-Term Sentences Released by USMS</b>	<b>44,794</b>	<b>39,083</b>
<b>Time-in-Detention, Post Sentencing</b>		
30 days or less	28,228	24,327
31-60 days	9,993	8,818
61 to 90 days	5,164	4,560
91 days or more	1,409	1,378
<b>Average Detention Time (Days)</b>		
Pre-Sentence	7.7	8.3
Post-Sentence	31.1	31.7

**Table 9 – Time in Detention.** An estimated \$98 million was expended to house prisoners, post-sentencing.

- Mitigated future cost increases and ensured improved delivery of medical services for USMS Prisoners in the re-compete of the National Managed Care Contract (NMCC). The NMCC will ensure prisoner medical claim processing and payments comply with the Medicare payment standards established by 18 U.S.C. § 4006; reduce pharmacy costs by establishing a pharmacy program with medication discounts and generic medication substitutions; streamline prisoner medical bill payments; and reduce the risk of agency audit findings.
- Improved non-federal detention facility inspection by automating the USMS Detention Facility Inspection Report. In a national roll-out, the USMS trained 250 District personnel from 94 districts to include Chief Deputy United States Marshals (CDUSMs), Supervising Deputies, Administrative Officers, Contract Officer Representatives, and DUSMs assigned Jail Inspector duties.

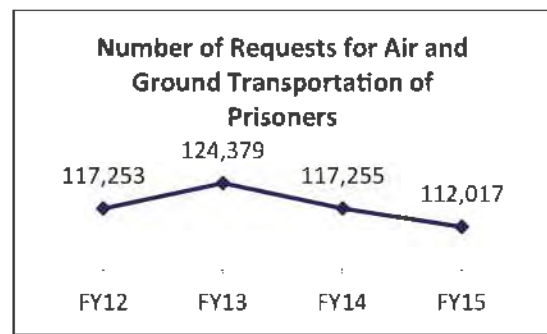
**PRISONER TRANSPORTATION (OUT OF DISTRICT)**

The Justice Prisoner and Alien Transportation System (JPATS) transports prisoners in support of the federal judiciary, the USMS, and the BOP. JPATS also provides prisoner transportation to state and local law enforcement agencies and other federal agencies, including the military, on a space-available basis.

JPATS manages the coordination, scheduling, and secure handling of prisoners in federal custody, transporting them to detention facilities, courts, and correctional institutions across the 94 judicial districts through a network of aircraft, cars, vans, and buses. JPATS air transportation operations provide greater security and economic savings than commercial airlines. Air transportation is conducted utilizing JPATS-owned and leased aircraft staffed with specially trained security enforcement, aviation, and medical support personnel.

**FY 2015 Mission Execution Highlights**

JPATS coordinated over 261,500 prisoner movements by ground and air transport in FY 2015. Of these, JPATS completed 100,800 prisoner air movements aboard its fleet of Boeing 737-400 (large), Saab 2000 (medium), and Hawker 800 (small) aircraft. Each year JPATS receives approximately 115,000 requests to transport prisoners. Each prisoner, on average, is moved 2.3 times within the ground and air network prior to arriving at his/her final destination. JPATS routinely serves over 40 cities and can adjust airlifts to any location in the United States as required. In FY 2015, as shown in Figure 17, the total number of prisoner transportation requests received decreased slightly compared to FY 2014.

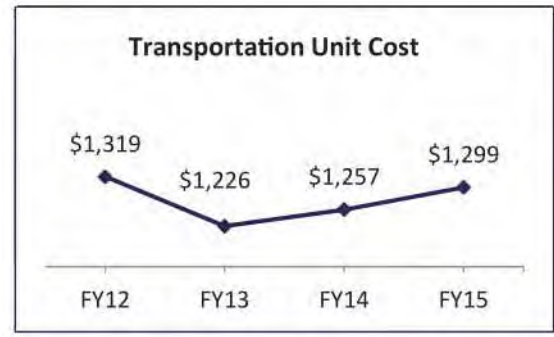


**Figure 17 – Number of Requests for Air and Ground Transportation of Prisoners.** JPATS routinely serves over 40 cities and can adjust airlifts to any location in the United States as required.

In FY 2015, the USMS:

- Ensured timely prisoner movements by completing 99.8% of Air and Ground Prisoner Transportation Requests received.
- Maintained a safe and secure prisoner transportation environment by flying over 4,400 accident and incident free flight hours with aircraft availability at 94% (Boeing 737) and 95% (Saab 2000).

- Managed resources effectively by holding Transportation Unit Cost at \$1,299, 3.3% above FY 2014, as shown in Figure 18. The Transportation Unit Cost consists of the costs of transportation and in-transit housing.
- Improved communication, coordination, and security procedures at airlift site operations by providing cost-effective and efficient USMS District Ground Point of Contact training to over 1,300 USMS DUSMs via distance learning.
- Increased air transportation security by developing and providing daily prisoner transport intelligence reports to operational aircrews based on risk and threat analyses of the prisoners being transported.
- Avoided \$3 million in maintenance, training, and other associated program costs by transitioning the aging Hawker aircraft from an owned to leased asset. After completing a detailed assessment of a “wet lease” proof-of-concept and receiving approval from the JPATS Executive Committee, JPATS sold its Hawker aircraft in FY 2015, returning over \$1.85 million in proceeds to the JPATS revolving fund for future program capital investments. This small aircraft mission program shift will result in a 33% reduction of in-flight hour costs while continuing to sustain the required levels of security, transportation coordination, and medical services. For the Federal Prisoner Detention Account, this equates to a \$4.33 million savings in FY 2016-17.



**Figure 18 – Transportation Unit Cost.** The cost of transportation and cost of in-transit housing was reduced to 3.8% below target.



## GOAL 4: SAFETY OF LAW ENFORCEMENT PERSONNEL

*Promote officer safety and provide effective support during domestic and international emergencies*



### LAW ENFORCEMENT PERSONNEL SAFETY

The protective, investigative, and detention missions of the USMS place operational personnel, along with various law enforcement partners, in situations with a potential for violence. Ensuring the safety of law enforcement personnel and America's communities is paramount to the USMS.

### FY 2015 Mission Execution Highlights

To mitigate risk to law enforcement personnel, the USMS created a Law Enforcement Safety Training Program dedicated to this mission. This program includes the Tactical Training Officer (TTO) program, district specific risk training, and High-Risk Fugitive Apprehension Training (HRFA). In FY 2015, the USMS trained 758 operational personnel in officer safety, including 131 Task Force Officers in HRFA training.

In FY 2015, the USMS:

- Ensured continued improvements to officer safety and preparedness by establishing a five-year agreement with the Louisiana National Guard to use range space for firearms training. The USMS' only costs will be for specific upgrades and maintenance. This advances the agency initiative to increase accessibility of firing arms training for operational personnel.
- Increased officer safety and reduced training costs by using regional training venues for HRFA training. The agency conducted 24 HRFA courses for USMS and task force personnel. Costs were reduced by more than \$400,000 through less travel and using equipment and ammunition purchased with previous year's funding.

- Enhanced USMS officer safety and preparedness by deploying the TTO program. This program provides operational personnel additional and more timely training in critical skills.
- Ensured the quality of tactical safety equipment deployed by conducting tests on ballistic supplemental, soft, and hard armor.
- Improved officer safety by developing training equipment kits to be used by all TTOs in the field. Deployed kits to all outside continental U.S. offices. Initiated kit deployment to districts.

### DOMESTIC AND INTERNATIONAL EMERGENCY SUPPORT

The USMS equips operational personnel with critical tactical communication capabilities, including equipment that is interoperable with federal, state, and local law enforcement partners. The USMS also ensures that procedures, systems, and resources – including adequately trained personnel – are in place to allow for rapid response to national emergencies, crises involving homeland security, special assignments, and security missions.

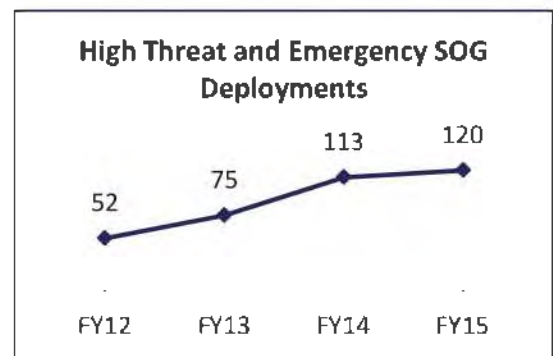
#### FY 2015 Mission Execution Highlights

Increasing threats to public safety highlight the persistent challenge for law enforcement personnel to maintain readiness. This is particularly necessary in a climate of budget reductions and proliferating risks such as advancements in weaponry and technology. The USMS has significantly expanded its capacity to equip and train law enforcement officers and respond to emergencies.

To respond to high-risk and sensitive situations, USMS utilizes the Special Operations Group (SOG) which is trained and equipped to respond to situations requiring skills such as explosive breaching, evasive driving, and tactical medical support. SOG also represents the USMS at the Combating Terrorism Technical Support Office meetings and events in support of DOD, and co-chairs the Tactical Operations Support subgroup of the Technical Support Working Group.

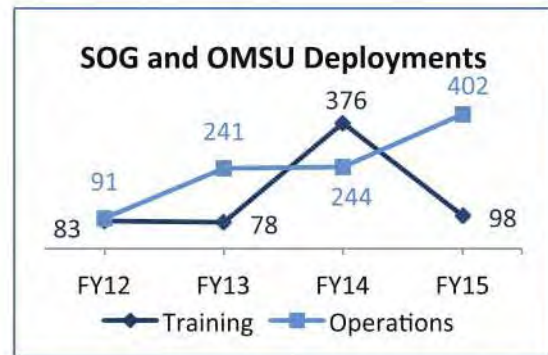
In FY 2015, the USMS:

- Mobilized SOG in response to 120 High Threat and Emergency Deployments, a 6% increase from FY 2014, as shown in Figure 19. Collateral SOG DUSMs from 43 districts and 4 divisions were deployed for a total of 61,692 work hours.
- Enhanced the medical capabilities of six SOG medics through coordinated activities with the Naval Special Warfare Medical Clinic in San Diego, CA. The SOG medics assisted U.S. Navy Corpsmen and doctors during three rotations of Basic Underwater Demolition/SEAL. This exposed SOG medics to a wide variety of medical cases which are often seen in SOG selection, training, and operations.
- Increased law enforcement training opportunities by providing more than 30 federal, state, and local agencies use of the SOG Tactical Center in Pineville, Louisiana. With over 75 days of use, the facility is recognized as an ideal location to train personnel to respond to a variety of emergency or threatening situations.



**Figure 19 – High Threat and Emergency SOG Deployments.** Increasing in number, SOG deployments are essential elements in missions such as fugitive man hunts.

- Increased officer safety by providing two weeks of Collateral Communications Officer (CCO) Basic Training for 42 USMS district and division CCOs. Combined with the initial eight weeks of training held during FY 2014, over 190 CCOs are now trained.
- Achieved 48 K9 finds (e.g. weapons, spent shell casings) in support of federal, state, and local investigations or enforcement operations. The 20 K9 teams in the Explosive Detection Canine Program conducted 5,903 hours of facility security sweeps, 5,329 hours of protective sweeps, and 179 hours of search warrants. USMS K9s rapidly rule out the presence of dangerous materials in unattended packages, structures, or vehicles.
- Enhanced USMS perimeter security capabilities by training three in-service K9s to search for explosives and weapons on people both moving and stationary (i.e., Specialized Search Dog/Mobile Threat Targeting.) This capability allows for a more preventative and proactive outdoor perimeter security concept that is applicable in a wider variety of events occurring in and around USMS facilities during high threat trials, protests, etc. The training, developed in collaboration with the USMS Counter Surveillance Teams and through existing ATF training partnerships, resulted in a cost savings of approximately \$75,000 and the ability to rely on agency assets for future training.
- Expanded the Operational Medical Support Unit (OMSU) program to include instruction on K9 Medicine and Kinesio Tape. The OMSU added eight hours of K9 Medicine and provided Level I certification in Kinesio Tape techniques in the OMSU Emergency Medical Technician Recertification Course.
- Improved USMS ability to respond to trauma situations by providing medical training through Deputy Trauma Courses. This training included over 1,800 hours of stand-alone classes for districts and divisions, 14 sessions in conjunction with HRFA training, and one session for two USMS Basic Deputy Classes.
- Supported investigative operations and judicial protection missions with 280 OMSU deployments. Treated 240 patients in support of these operations.
- Increased coordination and collaboration with state and local law enforcement agencies by conducting medical trauma training. Additionally, the USMS is assisting these agencies with the development of their own version of trauma training.
- Provided advanced operations and medical support through 98 training deployments (over 16,00 hours) and 402 mission-related deployments (over 61,000 hours), including OMSU intervention and treatment for medical emergencies including heat stroke, blunt trauma injury, significant head injuries, gun shots, and basic life support in remote locations, as shown in Figure 20.



**Figure 20 – SOG and OMSU Deployments.** USMS deployed SOG and OMSU in support of operations and maintain critical certification requirements.

## GOAL 5: PROFESSIONAL WORKFORCE

*Ensure professionalism and accountability, and promote innovation*



### PROFESSIONAL WORKFORCE

The USMS requires a professional workforce to accomplish its complex and varied missions. The USMS workforce consists of approximately 5,366 employees, 74% of which are law enforcement, in over 289 locations. Administrative functions provide the necessary foundation for effective service delivery, results focused operations, and risk abatement. The USMS continues to assess and advance human resource systems and operations to meet emergent challenges and increasing requirements.

#### FY 2015 Mission Execution Highlights

In FY 2015, USMS leadership continued to find ways to optimize processes and resources to maximize results. The USMS continued to identify areas for program or process improvement through advanced data analytics, increased customer feedback, and enhanced compliance reviews. The agency held two Basic Deputy U.S. Marshal (BDUSM) classes, initiated 246 recruitment actions, and hired 138 administrative employees. Overall, the USMS filled 234 positions.

In FY 2015, the USMS:

- Improved the USMS response rate and scores on the Federal Employee Viewpoint Survey (FEVS). In response to the 2014 results, the agency contextualized and individualized the FEVS results for senior leadership and designed and implemented an employee engagement communication and improvement plan. Between the 2014 and 2015 surveys, the USMS response rate increased 25.7% and the USMS Employee Engagement Index rose 3% to 66%, just missing the 2016 target of 67%. The improved participation rates allow for individualized district/division level results for 91 offices, compared to 64% in the previous year. The USMS response rate ranked third among the DOJ components and exceeded the government-wide average by 18%.
- Increased employee conduct accountability and reduced recidivism by processing employee misconduct and investigation cases in a fair and timely manner. Compared to FY 2014, the agency closed 16% more investigations and 4% more disciplinary cases, despite an 18% overall increase in new complaints.
- Improved processing and timely delivery of employee awards. Formed a team to track, process, and communicate award actions, while a second independent team verified the actions. The USMS successfully processed awards with less than a 1% error rate.

- Optimized use of available vacancies while ensuring the number of positions remained within established ceilings by enhancing the staffing model and continuing to link workload to hiring. The operational and administrative staffing models were refined and supplemented by multiple formula adjustments including those for detention/prisoner management and investigative operations.
- Provided for easier and more consistent lateral movement between offices and reduced hardship on employees through the revised Office of Preference (OPREF) reassignment process. The USMS decoupled the reassignment process from the hiring process to allow regular, quarterly opportunities for internal movement. The agency processed approximately 100 internal OPREF reassignments during FY 2015.
- Expanded the DUSM applicant pool by facilitating USMS employee career transitions from administrative to operational. The agency received over 100 internal applications, issued 31 tentative offers, and by the end of FY 2015 placed 10 employees in desired operational positions.
- Updated the USMS Merit Promotion Plan to accurately reflect current USMS processes, reduce agency risk, and comply with DOJ and Office of Personnel Management (OPM) regulations. The updated plan is comprehensive, current, and transparent.
- Promoted over 200 current USMS employees to senior professional and management positions through the career board process. The USMS administered the 2015 Merit Promotion Exam for over 2,900 employees (78% of the operational workforce) and rated approximately 1,400 open season application packages.
- Advanced the USMS efforts to identify and select qualified candidates for administrative positions. The agency developed new SOPs to incorporate finance subject matter experts into the recruitment and selection of finance-related district positions. This new coordinated review process ensures that selectees for district finance positions have the skills, experience, and educational background required to successfully perform the duties of these positions.
- Streamlined the recruitment for and filling of three common USMS positions by developing and distributing standard hiring packets including job analyses, assessment tools, and vacancy announcements.
- Provided 206 students and 12 veterans learning opportunities and USMS experience through the Student Volunteer and Operation Warfighter internship programs. These learning opportunities included law enforcement guest speakers and field trips.
- Improved USMS performance management by streamlining and automating aspects of the Performance Work Plan process. The enhancements improved tracking and reporting capabilities. Overall, this enhanced program management capability and increased accountability for the performance management process.

### TRAINING AND DEVELOPMENT OPPORTUNITIES

A comprehensive training plan is an integral component for an organization to promote and ensure professionalism, accountability, and promote innovation. Through training, the USMS is able to address both the needs of the organization and the needs of its personnel. The USMS strives to identify needs of employees and develop mechanisms to provide critical training, within the budget and resource constraints that exist in today's workplace.

## FY 2015 Mission Execution Highlights

During FY 2015, the USMS continued to develop training programs and leverage technology to provide continued competency development and reduce skill gaps. The agency developed a comprehensive training plan to meet specific mission and certification requirements.

In FY 2015, the USMS:

- Received USMS Training Academy accreditation from the Federal Law Enforcement Training Accreditation (FLETA) board. Accreditation recognizes that all training programs managed at the Academy are administered, developed, and delivered according to strict FLETA standards, including 52 training program and 20 Academy operation standards. To maintain accreditation, the agency must continually review, revise, and improve processes and training programs to meet the current and future needs of USMS employees.
- Advanced the Distance Learning Training Program to include a catalog of over 1,500 courses required for or relevant to USMS operational and administrative employees. Developed and conducted 13 distance learning courses specific to USMS needs. Training topics included operational security, electronic recording of statements, whistleblower protection, property officer, and prisoner suicide prevention.
- Improved employee skills and proficiency by providing instructor led training to over 2,800 USMS employees and task force partners, as shown in Figure 21. Training included: High Risk Fugitive Apprehension Training; Firearms Instructor Training; Basic Deputy Training Course; Professional Development and Leadership Training; Retirement Seminars; Judicial Security Training; Tactical Training Officer Training; and Less than Lethal Instructor Training.
- Identified core competencies and existing skill gaps for all operational and the five most common administrative personnel job series. The agency developed workforce requirements including the knowledge, skills, and experience required to meet USMS missions, based on OPM reports and other federal agency best practices. The final report prioritizes competencies and skill gaps to facilitate prioritization of training development.
- Increased timely offering of supervisory training for newly promoted and hired supervisors via distance learning modules to comply with OPM requirements. The agency revised the Supervisory Leadership Development course and refined the Chiefs Development Program course. These administrative and operational supervisory training courses provide the leadership skills necessary to effectively manage personnel and address organizational challenges.
- Strengthened the professionalism and safety of Witness Protection operational staff by establishing a training curriculum to include over 200 hours in witness security, risk mitigation, and officer safety instruction. The training introduced the critical topics of surveillance detection, defensive tactics, BOP gangs technologies, and Technical Operations Group surveillance technologies.



**Figure 21 – Training Program Attendees.** USMS Training programs ensure that personnel have the tools needed to meet current and future requirements and opportunities.

- Enhanced virtual training and conference capabilities to enable live broadcasts to internal and external, geographically-dispersed users by deploying Adobe Connect. The FedRamp certified cloud service provider allows USMS employees to participate in enterprise-level virtual broadcasts, training events, interactive chats, and video sharing with internal and external customers while reducing the cost of travel and facility setup associated with student participation.
- Advanced the implementation of agency strategic priorities by conducting National Management Training for 122 USMS employees including executive leadership, division leadership, United States Marshals, and Chief DUSMs from districts of the eastern half of the country. The agenda included the following topics: Fair and Impartial Policing; Leadership in Crisis; Managing the Complexities of Today's Work Environment and Workforce; Financial Management and Audit Readiness; Ethics Training; Employee and Labor Relations; Law Enforcement Safety; Equal Employment Opportunity Training; and the USMS Extended Strategic Plan.
- Increased international partnerships with several critical foreign counterparts by providing critical law enforcement guidance and training. Through the Plan Colombia Initiative, the USMS worked with the Colombian National Police, Fiscalía (Office of the Attorney General, Colombia), and the Minister of Justice to develop a strategic plan for Colombia. Through the Merida Program in Mexico City, the USMS trained over 400 Mexican law enforcement personnel in Basic and Advanced Fugitive Investigations, Tactical Driving, Protection of High Value Targets, and Special Operations Unit Development.
- Increased USMS employee professionalism by incorporating employee conduct as a core element in supervisory and BDUSM training. Topics included common types of misconduct, techniques for prevention, reporting responsibilities, and potential disciplinary penalties of substantiated misconduct.

## PROGRAM ASSESSMENT

The core mission of the USMS Compliance Review program (CR) is to provide independent, objective assessments of USMS program activities. The CR program assists the USMS in accomplishing its objectives by executing a systematic, disciplined approach to the evaluation and improvement of risk management processes, efficiency of operations, and governance. The CR program is the USMS' key internal control mechanism for all operational and administrative programs and directly impacts the USMS Director's priority to increase security, productivity, accountability, and compliance by providing critical support for USMS Strategic Plan Objectives. The USMS CR program provides the USMS management with trend analyses, observations, and recommendations culled from the successful execution of the district and division review programs, the Office of Management and Budget (OMB) Circular A-123 Management's Responsibility for Internal Control program, and the external audit liaison function.

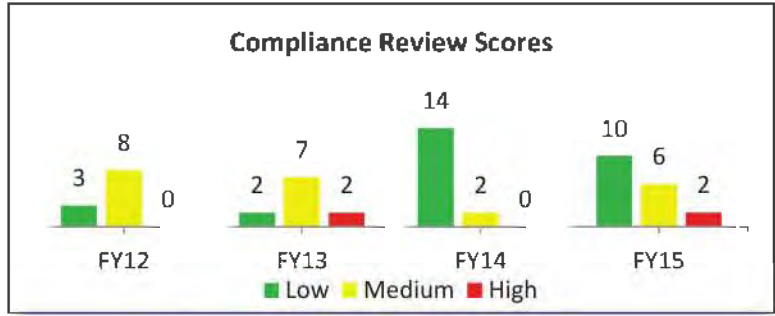
### FY 2015 Mission Execution Highlights

To assist districts and divisions in their efforts to achieve compliance with policies, procedures, regulations, and laws applicable to their areas of responsibility, the USMS developed the Self-Assessment Guide (SAG). The SAG provides a consistent mechanism for ensuring compliance while addressing and mitigating risks facing the USMS. The CR program makes every effort to ensure the SAG is current and risks are mitigated.

In FY 2015, the USMS:

- Improved agency internal compliance efforts by updating the SAG and deploying to all 94 districts and 13 divisions. Compiled and provided SAG results to help senior leadership target and prioritize areas needing corrective action.

- Facilitated use and management of the electronic SAG by including a dashboard and additional reports.
- Advanced the USMS initiative to implement a four-year compliance review cycle for all districts and divisions by conducting 18 reviews as shown in Figure 22, the most conducted in one year since the program was revitalized in 2008.



**Figure 22 – Compliance Review Scores.** The Compliance Review Program is the USMS’ key internal control mechanism for all operational and administrative programs. The risk-based rating system identifies reviews that are high, medium, or low risk to agency operations, reputation, and funding status.

- Ensured effectiveness and success of compliance reviews by increasing the pool of diverse and qualified Auxiliary Compliance Review Team (ACRT) members and providing enhanced ACRT training. The agency developed a 24-hour curriculum satisfying the Generally Accepted Government Auditing Standards and including the following topics: attribute-based testing, internal controls, the assurance statement process, and enterprise risk management. The agency trained 42 (26 operational and 16 administrative) new ACRT members.



## GOAL 6: INFRASTRUCTURE DEVELOPMENT

*Develop a strong and efficient operating infrastructure by modernizing business processes and systems*

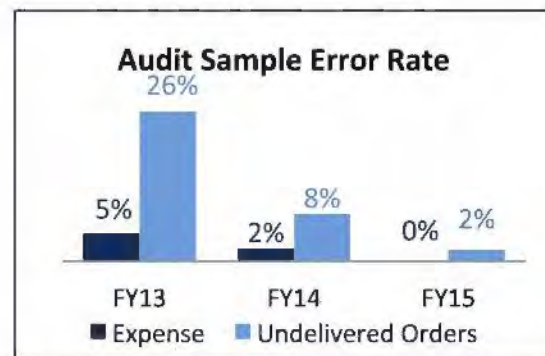


### FINANCIAL MANAGEMENT MODERNIZATION AND COMPLIANCE

The USMS' financial management encompasses budget formulation and execution, financial and accounting services, financial systems management and oversight, accuracy of financial statements, audit coordination, and procurement activities and compliance.

#### FY 2015 Mission Execution Highlights

The Financial Services Division successfully converted the Austin Processing Center (APC) from a pilot in 16 districts to full implementation in all 94 districts. By centralizing payment activities at the APC and streamlining the payment process, the USMS improved operational efficiency, increased transparency, and improved accountability. It also reduced district workload and significantly improved the agency's audit readiness capability. Centralizing obligation management and oversight was pivotal to the FY 2015 financial audit success with demonstrated improvement in audit sample error rates as shown in Figure 23 and purchase card reconciliations, as shown in Table 10.



**Figure 23 – Audit Sample Error Rates.** Reduction in error rates corresponded with establishment of the APC.

	Purchase Card Reconciliations					
	Mid-Year Data			End of Year Data		
	Successful	Total	Percentage	Successful	Total	Percentage
Cardholders	652	655	99.54%	648	652	99.39%
Transactions	9,006	9,009	99.97%	12,834	12,841	99.95%
Dollars	\$5.20M	\$5.20M	99.99%	\$8.86M	\$8.86M	99.99%

**Table 10 – Purchase Card Reconciliations.** The USMS has successfully adopted daily purchase card reconciliation, improving the accuracy of month-end and year-end balances.

The APC has become a center of excellence within the USMS and is being used as a model for the Executive Office for the U.S. Attorneys (EOUSA) to create their own processing center. The USMS will leverage the business methodologies of the APC to assist the EOUSA in achieving greater operational efficiency and cost savings.

In FY 2015, the USMS:

- Demonstrated good stewardship of appropriated funds by receiving a clean audit opinion with no major deficiencies reported for the second consecutive year. This continued success is attributed to ongoing online and other training sessions, amended and improved business processes, quarterly program and transactions reviews, and timely policy updates all of which are conducted in a stable financial environment with consistency, responsibility, and oversight as its foundation.
- Decreased actual error exceptions by providing training sessions, improving business processes, and performing quarterly program and transactions reviews. The undelivered orders rate decreased from 8% to 2%, and the expense rate decreased from 2% to 0%, as shown Figure 23.
- Processed more than 38,000 transactions, over 13,000 fact witness payments, and prepared more than \$1.3 billion in payments for the 94 districts at the APC.
- Mitigated procurement related risk by developing a formalized, annual procurement training plan and three procurement-related distance learning modules on high risk topics, such as small business procurement, contractor personnel interaction, and unauthorized commitments. Employees received timely and pertinent information on procurement topics and acquisition developments, while maintaining compliance with federal and DOJ regulations.
- Reduced agency risk by modernizing the payment process for paying confidential informants. The New Technology Add-On Program, facilitated by the Department of Treasury's government wide payment modernization initiative, replaced payments by paper check with electronic money transfers to an established account. The secure system with internal controls and offset waivers not only reduces risk, but also ensures proper accounting.
- Improved budgeting and forecasting by establishing a cyclical replacement program for mission-critical equipment. Used current industry standards to develop funding requirements for equipment allocation and lifecycle replacement. A base funding request was submitted during the FY 2017 spring call to enable the USMS to institutionalize the replacement cycle so that equipment is replaced on a regular annual basis rather than when funding becomes available.
- Improved the development and processing of critical budget documents by streamlining processes and decreasing completion time. The USMS also updated SOPs to include step-by-step instructions to correctly create and process all necessary USMS funding documents. These SOPs will help ensure that critical budget documents are created consistently and correctly, and will serve as a useful reference and training guide for future budget analysts.
- Ensured compliance with Department of the Treasury reporting requirements by developing and standardizing 20 additional reports. These reports streamlined oversight and management of financial transactions and improve reconciliations.
- Improved operational efficiency and reduced staff workload by automating the monthly accruals process.

- Provided United Financial Management System (UFMS) implementation expertise to the DOJ's Offices, Boards, and Divisions, in preparation for their upcoming UFMS integration. USMS shared user procedures, system account management and configuration documentation, and lessons learned related to the agency's implementation of the UFMS.

## MODERNIZATION OF TECHNOLOGY AND SYSTEMS

The USMS must address the dual challenge of supporting legacy systems that lack necessary capabilities and acquiring technology solutions to deliver effective and efficient capabilities. Central to this effort is aligning with best practices and ensuring compliance with federal mandates.

### FY 2015 Mission Execution Highlights

The USMS has undertaken several projects to improve efficiencies and enhance network capabilities. These projects included the implementation of the Property and Asset Control Enterprise Solution (PACES), the establishment of the Property Management Asset Center, and the installation of a secure wireless network at USMS headquarters. Additionally, significant software licensing and contractor support costs during the FY were avoided by using an in-house solution for vetting mobile applications.

In FY 2015, the USMS:

- Improved operational efficiencies through implementation of a PACES. Results of the implementation include: 1,080 hours of staff time returned to operational asset managers, manual forms processing reduced by 85%, and need for onsite inventories reduced from four to one annually. The first annual inventory completed using PACES achieved 99% accountability, and reduced unaccounted losses from 5% under the old system to less than 1%. The implementation of PACES also reduced property losses by 50% overall for the agency, property policy documentation by 50%, and asset disposal processing time by 25%.
- Improved transaction processing efficiency, user response timeliness, and overall customer service by establishing a Property Management Asset Center.
- Improved future network capabilities by developing and configuring a secure wireless network. Wireless network capability provides greater workspace flexibility and potential cost savings.
- Streamlined equipment allocation by developing USMS workforce user categories based on mobility and stationary working environment needs. The user categories allow the agency to more efficiently and effectively manage future Capital Equipment Replacement Program activities and transition to a location independent workforce.
- Avoided approximately \$1.173 million of software licensing and contractor support costs that would be required for an off-the-shelf solution by developing an in-house solution for vetting mobile applications. The Mobile Application Vetting Guideline for iOS provides USMS employees with safe and secure installation procedures to minimize the agency's vulnerability to security threats that can accompany some mobile applications.
- Established the USMS Mobility Program to begin preparations for a fully enabled and location agnostic mobile workforce. A mobile workforce will be more efficient in mission execution. The Mobility Program Office serves as a single point of contact for mobility guidance, planning and deployment.

- Established goals and milestones toward creating system-wide upgrades to the operational case management system. Through the completion of a business case analysis, USMS projected the cost for procuring a real-time data solution that will provide both USMS operational and administrative users with an integrated, automated, and accessible system. Additional benefits include improved data quality; federated search capability; enhanced reporting and analytics; geospatial analysis and visualization capabilities; advanced document management; and improved role-based access controls. These efforts will not only allow the USMS to strengthen its partnerships with DOJ components, other agencies, and state and local law enforcement, but they will also improve the USMS' ability to discover information, generate knowledge, and provide the USMS with an integrated, seamless, and reliable system that is readily accessible to relevant data.

## ENVIRONMENTAL STEWARDSHIP

The USMS environmental programs include greenhouse gas, energy, climate change, and environmental management. These programs are established to ensure compliance with regulatory requirements. Agency-wide policy ensures integration of environmental factors into operational and program execution.

### FY 2015 Mission Execution Highlights

Federal agencies must integrate considerations of the challenges posed by climate change into their programs, policies, rules, and operations.

In FY 2015, the USMS:

- Developed and implemented a comprehensive climate change adaptation policy, and established an environmental program to support DOJ compliance with Executive Order 13653, "Preparing the US for Impacts of Climate Change." Conducted a high-level vulnerability analysis, developed a process for preparedness planning and evaluation, and identified specific actions for increasing climate resilience.

## FACILITIES AND FLEET MANAGEMENT

The USMS established facility and fleet management programs to enhance the security and reliability of agency resources and ensure compliance with regulatory requirements.

### FY 2015 Mission Execution Highlights

The USMS developed and implemented new facility and fleet management programs to improve the security and reliability of these agency resources.

In FY 2015, the USMS:

- Established a prioritization process for construction projects which places the greatest emphasis on deputy safety and courthouse security. This prioritization facilitates the generation of the annual construction project spend plan and provides DOJ and OMB with additional criteria to consider when reviewing and recommending construction appropriations.
- Enhanced security for USMS headquarters, reduced annual operating costs by \$300,000, and supported the agency's efforts toward federal footprint reduction by establishing a Memorandum of Understanding with DOJ to relocate the warehouse and staff to the Justice Management Division's Landover Operations Center. This relocation improved USMS ability to screen for biological, chemical, and radioactive materials.

- Implemented a space utilization plan to consolidate headquarter operations in FY 2017, which will result in the release of approximately 63,500 square feet and rent savings of an estimated \$10 million per year. In FY 2015, the USMS developed office space square footage standards that provide equality in assigning employee workspaces, help control costs, and will optimize renovations. The USMS also established a records reduction plan which decreased the need for usable office space by transferring more than 1489 record boxes from USMS division and district offices to nationwide Federal Records Centers.
- Reduced the cost of outfitting vehicles by 10%, resulting in a savings of approximately \$1,000 per vehicle by implementing a new vehicle outfitting program. This program allows the USMS to deliver road-ready operational vehicles to the districts with reduced down-time and administrative burden for outfitting. USMS also reduced fleet acquisition costs by \$1.2 million by leasing a prisoner transport vehicle.

## APPENDIX: GLOSSARY OF ACRONYMS

ACRT	Auxiliary Compliance Review Team
ADP	Average Daily Population
AFF	Asset Forfeiture Fund
AFFI	Asset Forfeiture Fund Investigator
AFP	Asset Forfeiture Program
APC	Austin Processing Center
ASAT	Active Shooter/Active Threat
ATF	Bureau of Alcohol, Tobacco, Firearms and Explosives
AWA	Adam Walsh Child Protection and Safety Act of 2006
BOP	Federal Bureau of Prisons
CCO	Collateral Communications Officer
CGU	Counter-Gang Unit
CR	Compliance Review
CSO	Court Security Officer
DDMR	District Detention Management Reports
DOD	Department of Defense
DOJ	Department of Justice
DUSM	Deputy United States Marshal
EOUSA	Executive Office for the U.S. Attorneys
FEVS	Federal Employee Viewpoint Survey
FLETA	Federal Law Enforcement Training Accreditation
FPBDS	Federal Performance-Based Detention Standards
FPD	Federal Prisoner Detention account
FTE	Full-Time Employee
HRFA	High Risk Fugitive Apprehension
IGA	Intergovernmental Agreement
INTERPOL	International Criminal Police Organization
ISC	Interagency Security Committee
JPATS	Justice Prisoner and Alien Transportation System
JSI	Judicial Security Inspector
LESTP	Law Enforcement Safety Training Program
LInX	Law Enforcement Information Exchange
MHANY	Mutual Housing Association of New York
NCMEC	National Center for Missing and Exploited Children
NCTC	National Counter Terrorism Center
NJTTF	National-Joint Terrorism Task Force
NMCC	National Managed Care Contract
OEO	Office of Enforcement Operations
OFDT	Office of the Federal Detention Trustee
OMB	Office of Management and Budget
OMSU	Operational Medical Support Unit
OPM	Office of Personnel Management

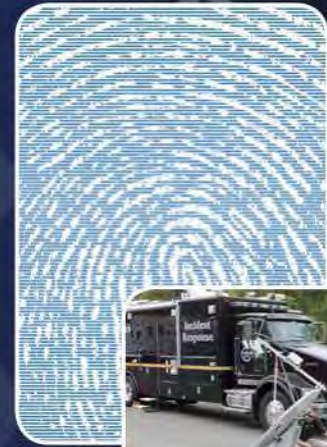
OPREF	Office of Preference
PACES	Property and Asset Control Enterprise Solution
POD	Prisoner Operations Division
PVR	Percent of Value Returned to Fund
S&E	Salaries and Expenses
SAG	Self-Assessment Guide
SOG	Special Operations Group
SOP	Standard Operating Procedure
TTO	Tactical Training Officer
UFMS	Unified Financial Management System
USMS	United States Marshals Service
VR <sup>7</sup>	Violence Reduction <sup>7</sup>





U.S. Department of Justice

# United States Marshals Service



## FY 2016 Annual Report

USMS Publication 2  
Online Edition





# U.S. Marshals Service Districts



2022-USMS-000040 041 of 435 Interim

## **ABOUT THE UNITED STATES MARSHALS SERVICE**

As the nation's first, most versatile federal law enforcement agency, the United States Marshals Service (USMS) continues to build on its legacy of steadfast service and unique position in the country's federal justice system. Today, the USMS is a force of approximately 5,300 deputies and civil servants who protect the judicial process, the cornerstone of American democracy. Its mission is to provide federal judicial security; apprehend fugitives and non compliant sex offenders; secure and transport federal prisoners; execute federal court orders; seize and manage assets forfeited to the government; and assure the safety of endangered government witnesses and their families. The USMS uses the influence and reach gained throughout its accomplished history and broad legal authority to collaborate with other federal, state, local, and international law enforcement agencies, as well as with concerned citizens and members of the judiciary, to form a united front against crime. This accomplishment is a result of the program execution throughout the 94 districts and USMS headquarters management.



It was a great honor last year to present the United States Marshals Service Annual Report, and once again I feel tremendous pride as our latest accomplishments reflect the determined spirit of our personnel. We have been at the forefront of operational and administrative advancements both here and abroad, and the Fiscal Year [FY] 2016 Annual Report chronicles 12 months of that excursion. In addition to the exceptional number of fugitive apprehensions, protecting the judiciary, and security engagements the USMS is renowned for, the past year has been particularly successful when considering the added workload of modernizing physical infrastructures and relocating Headquarters personnel. As our 227-year history has proven, during changing times it is our teamwork and dedication to the mission that has been our guidepost.

Over the past year, another leading driver strongly supported by the White House, Department of Justice (DOJ), Attorney General and Deputy Attorney General (DAG), has been the forward push to reduce violent crime. Due to our unparalleled achievements, the Administration recognizes the USMS's ability to have an immediate impact on the reduction of violent crime by effectively removing the "worst of the worst" criminals off our streets. Therefore, the DAG

requested that the USMS conduct an enforcement operation (similar to last year's successful Operation Violence Reduction<sup>7</sup>) in support of three separate White House and DOJ violent crime reduction initiatives. Officer and community safety were key factors during the 6-week period in which our Deputy United States Marshals and Task Force Officers conducted Operation Violence Reduction<sup>12</sup> (VR<sup>12</sup>). As you will read under Goal 2, VR<sup>12</sup> was a tremendous success that garnered national attention for the strides made to remove gang members and sex offenders from the neighborhoods they plagued.

While solid FY 2016 infrastructure improvements in information technology and facilities management will impact agency-wide efficiencies well into the future, it is the research and thoughtful investments in the workforce and officer safety that will have the greatest return. Again, DOJ has provided encouragement in all mission critical areas, as well as support on a number of hiring initiatives directly tied to risk mitigation and strategic performance. Within DOJ, the USMS outperforms in several administrative and financial areas including being 100 percent compliant on a number of measurements such as audit controls, certifications for civilian warrant holders, and having the least amount of reporting errors related to intra-governmental transactions for which the Treasury Department and the Office of the Inspector General actively monitor. This year as well, the Justice Prisoner and Alien Transportation System was recognized as the 2016 Best Small Aviation Program in the Federal Government by the Interagency Committee for Aviation Policy and the General Services Administration Aviation Policy Division. USMS personnel have also taken the lead in collaborative efforts with Tribal Nations and the Departments of Defense and State, and have engaged international partners worldwide as our missions continue to be globally focused. Complete details on the impact and results of all mission critical areas are proudly displayed in the following pages.

As was the case in the Old West, the Marshals Service continues to forge the path, even during times of ever-advancing technologies. While leading change and making meaningful contributions to navigate onward, our vision and performance objectives are guided by, and linked to, the DOJ Strategic Plan. By teaming with local, federal and international partners we continue the mission of protecting, defending and enforcing the American justice system while the badge of law shines forward.

A handwritten signature in black ink, appearing to read "David L. Harlow". The signature is fluid and cursive, written in a professional style.

David L. Harlow  
Deputy Director, United States Marshals Service

About This Agency..... I

Message from the Deputy Director..... II

Mission | Vision | Organizational Structure .....1

Agency Highlights..... 2

Performance by Strategic Goal.....9

    Goal 1: Protection of the Judicial Process ..... 9

        Judicial Protection and Courthouse Security .....10

        Witness Protection ..... 14

    Goal 2: Investigations .....16

        Fugitive Apprehension..... 17

        Protecting America's Children and Communities ..... 20

        Asset Forfeiture Program ..... 22

    Goal 3: National Detention Operations..... 25

        Prisoner Security, Detention, and Care ..... 26

        Prisoner Transportation (Out of District)..... 30

    Goal 4: Safety of Law Enforcement Personnel ..... 33

        Law Enforcement Personnel Safety ..... 34

        Domestic and International Emergency Support ..... 38

    Goal 5: Professional Workforce ..... 39

        Professional Workforce ..... 40

        Training and Development Opportunities ..... 41

        Program Assessment ..... 43

    Goal 6: Infrastructure Development ..... 45

        Financial Management Modernization and Compliance ..... 46

        Modernization of Technology, Systems, and Business Processes..... 49

        Facilities and Fleet Management ..... 52

FY 2014-2016 Enacted Resources by Strategic Goal ..... 54

    Goal 1 Enacted Resources..... 54

    Goal 2 Enacted Resources..... 54

    Goal 3 Enacted Resources..... 55

    Goal 4 Enacted Resources..... 55

    Goals 5 & 6 Enacted Resources..... 56

Appendix: Glossary of Acronyms..... 57



**Mission**

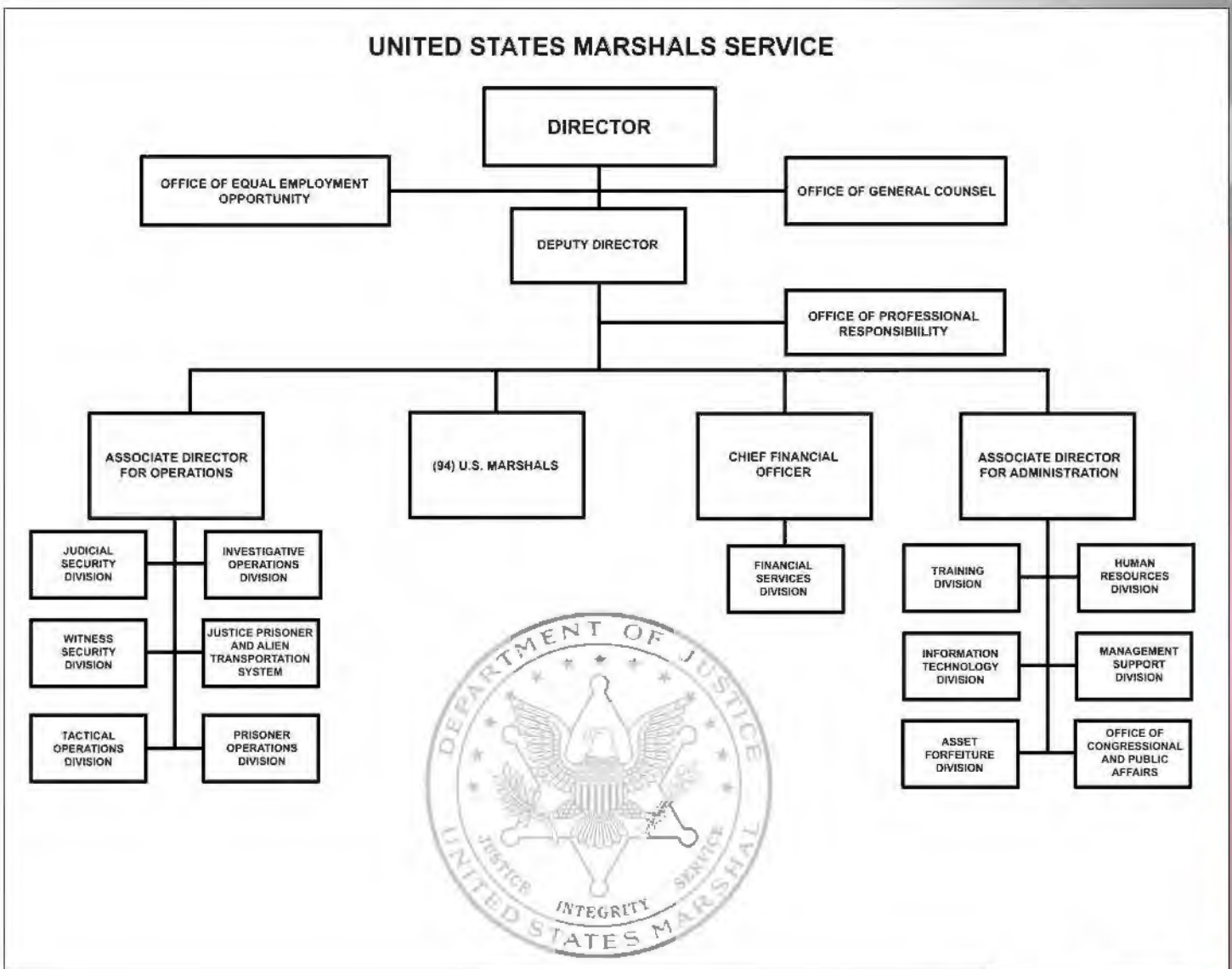
To protect, defend, and enforce the American justice system.

**Vision**

A world class law enforcement agency—unified in our mission and workforce; professional and agile, with modernized tools and capabilities; strategically building upon our status as a trusted partner by achieving the highest levels of effectiveness, efficiency, safety, and security.

**Organizational Structure**

Depicted below.



## OPERATION VIOLENCE REDUCTION<sup>12</sup>

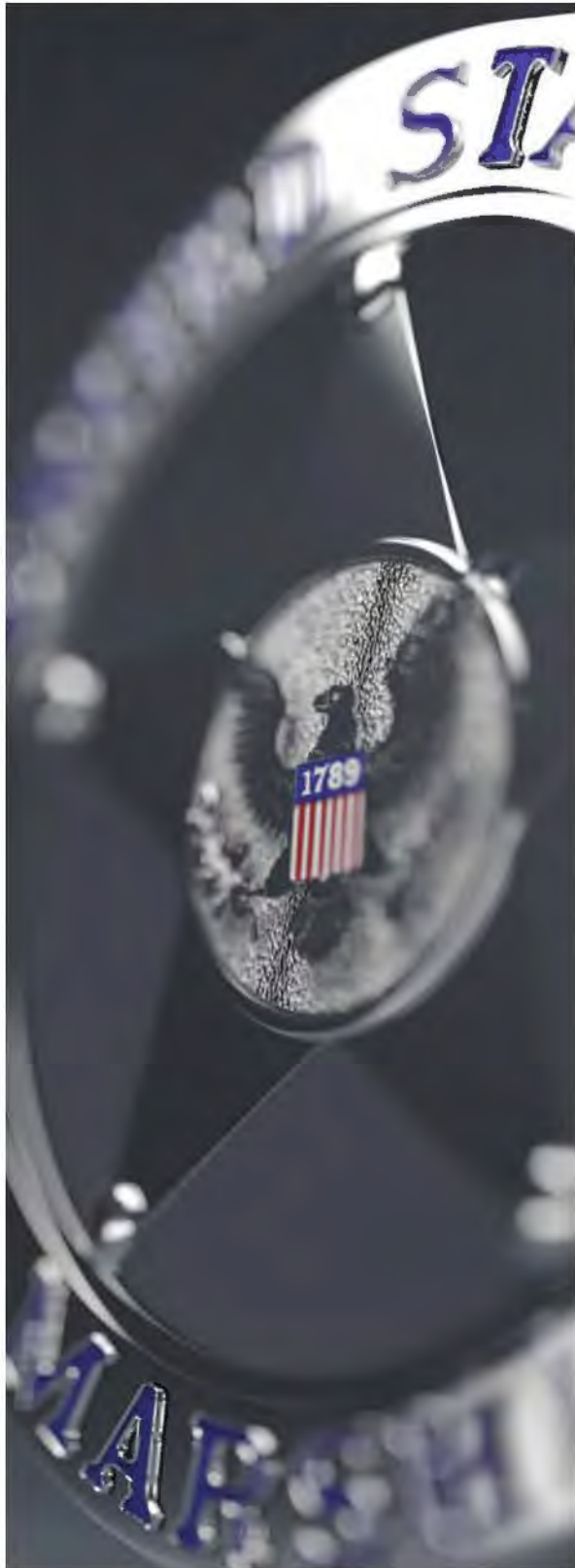


**Operation VR<sup>12</sup> is an important example of the effectiveness of federal, state, local and tribal law enforcement partnerships in tackling violent crime.**

In FY 2016, the USMS conducted Operation VR<sup>12</sup>, a targeted fugitive apprehension initiative that resulted in the arrest of 8,075 of the United States' most violent offenders. The USMS strategically partnered with law enforcement to locate and apprehend fugitives in 12 cities where violent crime was on the rise. Each of the fugitives taken off the streets had an average criminal record of seven prior arrests and three prior violent crime convictions. In addition to arresting violent fugitives, the Marshals and state and local partners safely recovered 17 children who had been abducted from their parents and guardians. Operation VR<sup>12</sup> is an important example of the effectiveness of federal, state, local and tribal law enforcement partnerships in tackling violent crime. It also highlights the critical mission performed every day all across this country by Deputy U.S. Marshals (DUSMs) and state, local, and tribal law enforcement partners.



## TRIBAL AND MILITARY OUTREACH



### **Improving the Ability of Communities to Track Sex Offenders**

The USMS strengthened communication and coordination across all levels of law enforcement and those entities that assist with the regulatory process of sex offender registration in tribal and Department of Defense (DOD) populations in 2016.

Together with federal and tribal partners, the USMS conducted five tribal working groups which trained attendees from 21 vulnerable tribal communities and more than 50 state and local agencies on the Adam Walsh Child Protection and Safety Act (AWA) and Sex Offender Registration and Notification Act compliance. The USMS also organized and assisted with five tribal-specific compliance operations, resulting in 190 compliance checks and 11 AWA arrests.

The USMS conducted three outreach initiatives at military installations across the country that were attended by representatives from 37 military units and regional and local law enforcement agencies. This outreach aimed to ensure coordination of activities between the military sex offender program and state expectations for notification and documentation, especially in scenarios when a service member is convicted of a sex crime and then returns to civilian life.

**BEST SMALL AVIATION PROGRAM**



**USMS Award-winning Program: Justice Prisoner and Alien Transportation System (JPATS)**

JPATS was recognized as the 2016 Best Small Aviation Program in the federal government by the Interagency Committee for Aviation Policy and the General Services Administration (GSA) Aviation Policy Division. As a result of JPATS’s

exemplary performance and exceptional Safety Management System, JPATS was awarded an unprecedented three out of four GSA Achievement Awards for Aviation Program Best Practices and Innovation. In addition to being named the Best Small Aviation Program, JPATS Chief of Aviation Maintenance, Rich Deagle, was presented as the Best Aviation Professional in a Support Position and JPATS Safety Officer, Mike Dudzinski, was named the Best Aviation Professional in an Aviation Safety Position.

# DUSM FITNESS PERFORMANCE STANDARD

# AGENCY HIGHLIGHTS



## USMS Implements a New Fitness Standard

To ensure that DUSMs are physically fit to perform mission duties throughout their careers, the USMS developed a new fitness program with a new fitness standard. This program is based on a two-year study that included a job-task analysis. Starting in FY 2017, all DUSMs, new hires and incumbents, will need to successfully complete a timed obstacle course and four individual assessments that include a timed run and strength and agility tests.

**FINANCIAL ACCOUNTABILITY AND COMPLIANCE**



**USMS Leadership in the Financial Management Arena**

For the first time in 20 years, the USMS completed the Office of the Inspector General’s audit of financial statements without any notices of findings or recommendations, significant deficiencies, or material weaknesses. In addition, this year marks the first year the auditors did not schedule any site visits for district offices or divisions and instead relied on the internal controls in place. The USMS also led the DOJ with the least

amount of reporting errors related to intragovernmental transactions as reported by the Treasury Department for all federal agencies.

In FY 2016, the USMS achieved 100 percent compliance with Office of Federal Procurement Policy (OFPP) reform for civilian agencies to assign procurement warrant authority to individuals that have been appropriately certified under the Federal Acquisition Certification-Contracting program. The USMS is the only component agency to be fully compliant with the OFPP changes as of October 1, 2016.

## PRESIDENTIAL RANK AWARD



### **USMS Leadership Recognized for Two Consecutive Years by the Presidential Rank Awards**

The Presidential Rank Awards Program recognizes a select group of career members of the Senior Executive Service for exceptional performance over an extended period of time. For two consecutive years, the program recognized the achievements of USMS leadership: In 2016, Assistant Director of JPATS, Shannon Brown, and in 2015, USMS Associate Director for Administration, David Musel.

In 2016, Shannon Brown received the Presidential Rank Award for contributions she has made throughout her 25-year federal career as a pilot, a Colonel in the National Guard, the Chief Information Officer

of two agencies within the DOJ, Assistant Director of the USMS Management Support Division and the current Assistant Director of the USMS's award-winning JPATS. Ms. Brown has a history of providing transformational leadership in division management, strategic planning, performance improvement, and Agency technology modernization programs. Through these activities, she has shown an uncompromising commitment to taxpayer value.

In 2015, the Associate Director for Administration, David Musel, received the Presidential Rank Award for contributions he has made to the DOJ through such initiatives as eDesignate, which moves federal prisoners through the designation process; "All Pay," which centralized the DOJ's thousands of prisoner medical and pharmacy bills; and the shift from leasing to purchasing aircraft to achieve the USMS prisoner transport mission. These initiatives have resulted in millions of dollars in cost avoidance every year and continue to move the Agency toward a more efficient, data-driven organization. Mr. Musel was the first USMS executive since 2007 to receive this prestigious award.

## NATIONAL CENTER FOR JUDICIAL SECURITY



### USMS Supports Overseas Travel of U.S. Judicial Personnel

The USMS's National Center for Judicial Security supports the safe overseas travel of U.S. judicial personnel by remaining abreast of changes to the threat environment worldwide. The Center conducts intelligence research to prepare written and in-person foreign travel briefings for those members of the court family traveling overseas. In FY 2016, Center personnel prepared and disseminated more than 800 foreign travel briefs to members of the federal judiciary for trips to 130 countries. Additionally, the Center coordinated with the U.S. Department of State and other U.S. Government agencies on each

instance of judicial travel to ensure that federal partners overseas had the protected persons' biographical information and travel itineraries in the event of an emergency.

In FY 2016, the Center was recognized for its efforts to protect a U.S. district judge trapped in Turkey's Istanbul Ataturk Airport during the July 2016 attempted coup. The Government of Turkey closed the airport once the coup attempt began, preventing a district judge from leaving the country. Immediately upon learning of the coup, USMS personnel coordinated with the Department of State to contact the judge, relay information, and secure his departure from the airport, and eventually from Turkey.

# GOAL 1: PROTECTION OF THE JUDICIAL PROCESS

IN SERVING ITS MISSIONS TO PROTECT THE JUDICIAL PROCESS, THE U.S. MARSHALS SERVICE PROVIDES JUDICIAL SECURITY, WITNESS PROTECTION, AND COURTHOUSE SECURITY.



To achieve the Agency's goal of protecting the judicial process through the most effective and efficient means, the USMS identified a number of objectives and supporting strategies. In FY 2016, the Agency focused resources on the following objectives:

- Reduce the potential for harm to protected persons through preventive security measures and implementation of a threat-based protective methodology.
- Increase the effectiveness of USMS intelligence capabilities.
- Strengthen the Judicial Facility Security Program to ensure efficient and effective court security.
- Improve the management and structure of the judicial security mission set.
- Manage the complexities of long-term protection.

## MISSION: JUDICIAL PROTECTION AND COURTHOUSE SECURITY

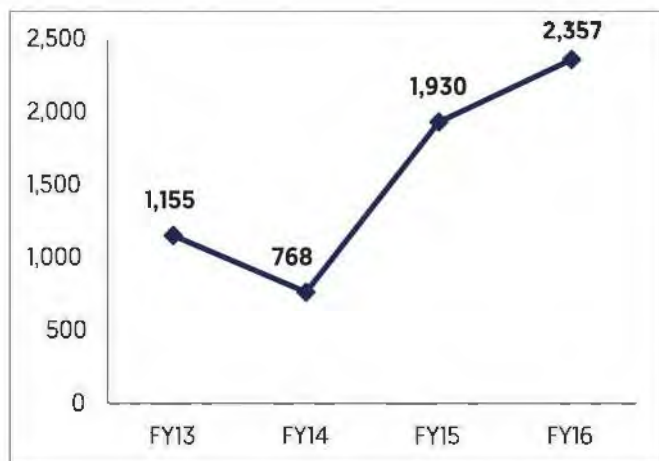
Since its establishment in 1789, a primary function of the USMS is the protection and security of the federal judicial process. The federal courts preside over cases involving domestic and international terrorists groups, organized crime and drug trafficking, bankruptcy, hate crimes, and espionage. The high-profile nature of these cases, the stature of federal judges presiding over them, and the symbolic significance of court facilities that host them require vigilance to confront and overcome the threats to the security and integrity of the federal judicial process.

The USMS carries out protective responsibilities for more than 2,200 federal judges, 11,000 federal prosecutors, and 15,000 court officials, along with members of the public who visit and work in federal courthouses. As the physical security provider to over 800 federal facilities, the USMS develops, manages, and implements security systems and screening equipment that protects each courthouse. Routinely, the USMS provides risk-based protection for Supreme Court Justices, the Deputy Attorney General, and judicial conferences.

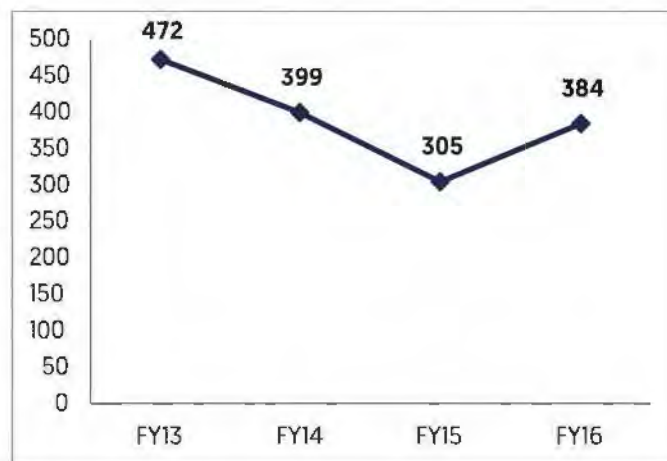
The USMS protective responsibilities, including investigations of threats to court members, are driven in part by the number of inappropriate communications or threats to court members. In FY 2016, the USMS evaluated the 2,357 security incidents, preliminary assessments, and protective investigations relating to protected court members. From these evaluations, the Agency opened 384 protective investigations based on the presence of criminal activity or the potential for criminal activity. The USMS continues to evolve these and other performance measures to most accurately manage the complexities in providing world class security for protected persons. New reporting and data analysis procedures are in place to more comprehensively evaluate and present on risk-based protective details in addition to the historical focus on threat-based details.

**MISSION PROGRAM DATA**

**Figure 1** Inappropriate Communications/Threats to Protected Court Members



**Figure 2** Threats to Protected Court Members Investigated



**Strategic Objective: Reduce the potential for harm to protected persons through preventive security measures and implementation of a threat-based protective methodology**

The USMS faces a fundamental challenge in evolving from a reactionary to a comprehensive approach to protection. To meet this challenge, the Agency will develop effective preventive measures and implement threat-based protective methodology protocols.

**Develop standardized training programs on personal security awareness for the court family and protected persons** The USMS delivers critical security awareness issues and best practices to USMS-protected persons through its successful video-based training program, "Project 365: Security Tips." In FY 2016, the USMS expanded



its offerings to the judicial family with the addition of a training video on active shooters and active threats. The "Active Shooter, Active Threat" video was produced by the Administrative Office of the United States Courts in cooperation with the USMS, and is designed to be a tool to assist in training the judicial family on how to respond to an active shooter or active threat event in a courthouse.

**Develop a continuing education strategy for all protected persons on protective capabilities and procedures** In FY 2016, the National Center for Judicial Security enhanced and strengthened the USMS's international presence by collaborating with the DOJ to conduct foreign trainings and assessments. The USMS conducted five training events and four court security assessments in Malaysia, El Salvador, Guatemala, Uganda, and Malta. To increase the reach of its training, the Agency used a judicial conference in Malta as a venue to provide training to attending North African judicial personnel. This training involved an overview on court security and personal security.

**Strategic Objective: Increase the effectiveness of USMS intelligence capabilities**

The USMS criminal intelligence program is rapidly expanding to include increased and formalized support beyond investigations to judicial security operations and services. To increase mission effectiveness, the USMS will enhance intelligence sharing through increased cooperation via working groups and the development of a knowledge management repository.

**Review the results of the USMS Intelligence Assessment to determine applicable and approved intelligence and informational process recommendations which can be applied**

**Addressing social media threats:** Threats made through social media are becoming more commonplace for federal judges, jurors, and other members of the federal judiciary. In FY 2016, the USMS created the Cyber Investigations Unit to address potential and real cyber threats in a coordinated and cohesive manner. The Cyber Investigations Unit comprises federal criminal investigators and an intelligence research specialist who focus exclusively on cyber case support. Among its initial tasks, the Unit developed an online investigations guide for Protective Investigators and identified five USMS districts to receive training on technology that collects and analyzes data from internet sources, including social media. The Unit also established liaison with the United States Secret Service, U.S. Attorneys' Offices, and the Federal Bureau of Investigation (FBI) Cyber Investigations unit. By enhancing the USMS capability to obtain potentially actionable intelligence among cyber threats, it is anticipated that this project will free up Unit investigators to engage in other case-related responsibilities.

**Improving intelligence gathering capabilities:** In FY 2016, the USMS improved intelligence-gathering capabilities through liaison positions with the National Joint Terrorism Task Force and the National Counter Terrorism Center. These liaison positions review information and intelligence and identify information that could impact USMS-protected persons or facilities. The relationships with the National Joint Terrorism Task Force and National Counter Terrorism Center have mitigated terrorism threats by establishing USMS presence and interaction on a daily basis. The liaisons conduct research and collect

SECURITY FOR SIGNIFICANT TRIALS

The USMS protects the judicial process by ensuring the safe and secure conduct of judicial proceedings. Such proceedings range from day-to-day civil and criminal cases to significant trials that have increased risks to operational security due to the nature of the charges, the defendant's notoriety, and/or the attendant media attention. These significant trials require additional personnel, funding, intelligence, and coordination across federal, state, and local law enforcement agencies. In FY 2016, significant trials included U.S. v. Hamza Naj Ahmed in the District of Minnesota and U.S. v. Ahmed Abu Khattalah in the District of Washington, D.C. These defendants faced charges relating to providing material support to the Islamic State of Iraq and the Levant (ISIL) and participating in the Sept. 11, 2012 attack in Benghazi, Libya, respectively.

information for dissemination to the USMS. They screen all source intelligence reporting, access summarized evaluated and previously-unevaluated information, discriminate threat information from all source intelligence into actionable intelligence, and disseminate warning and threat information to agency components.

**Ensuring support to protective investigations through intelligence:** Protective investigations require a concerted effort across the USMS. In FY 2016, the USMS ensured the support of protective investigations through the provision of intelligence reports and products such as alert notices, information briefs, internet footprints, subjects-of-interest summaries, and link analysis charts; deployment of teams to USMS districts dealing with high-risk protective investigations with complex threat mitigation scenarios; and the provision and development of training courses on identifying intelligence needs, surveillance, and protective investigations. The Agency also developed and submitted requirements to the Open Source Collection Acquisition Requirements Management System (OSCAR-MS). OSCAR-MS is used by the Intelligence Community and Non-Title 50 organizations to create, track, and manage open source collection requirements. These requirements were the first, and only, requirements submitted for tasking in OSCAR-MS by any DOJ component.

**Providing security for the Supreme Court Judiciary** The USMS used the findings from a recently completed assessment on a risk-based protection program for the U.S. Supreme Court Judiciary to inform the development of a Memorandum of Understanding (MOU) with the Supreme Court of the United States Police Department. Upon signature, this MOU will clarify each agency's roles and responsibilities, identify new protocols to streamline communications, and standardize information sharing. Further, as a result of the assessment's findings, the USMS recommended to Executive and Judicial branch stakeholders significant updates be made to best provide comprehensive, routine protection for Supreme Court Justices.

### **Strategic Objective: Strengthen the Judicial Facility Security Program to ensure efficient and effective court security**

The USMS plans to strengthen the Judicial Facility Security Program through a combination of personnel utilization, physical security training, and technological solutions.

**Leverage and/or partner with other agencies for physical security research and development needs** In FY 2016, the USMS established a liaison relationship with the Federal Protective Service. The liaison provides a direct link to Federal Protective Service stakeholders in the field, which allows for enhanced troubleshooting and de-confliction efforts. Furthermore, this relationship provides the Agency with Facility Security Assessment data, which is a contributing factor when prioritizing projects and enhancing understanding of security issues impacting the federal community as a whole.

### **Assess the Court Security Officer (CSO) workforce and hiring practices to ensure mission needs are being met**

**Expediting the process for contract Court Security Officers:** The USMS designed and created a file sharing system to allow for an expedited process for contract CSO applicant package submissions and approvals. The expedited process allows for faster CSO onboarding to ensure consistent, full-coverage security services at courthouses.

**Accelerating onboarding of CSOs:** The USMS enhanced and strengthened the security at courthouses by decreasing the backlog of CSOs awaiting Phase II Orientation. CSO Phase II orientation provides training on the operation of screening equipment and screening procedures. The Agency increased each class size by 40 percent, from 30 students to 42 students. By the end of FY 2016, the backlog had been decreased by 14 percent, from 517 students to 445 students. The USMS also conducted regional training to meet the immediate CSO needs of one district. Overall, during FY 2016, the Agency held a total of 17 Phase II Orientation classes, training 642 CSOs.

**Modernize the Physical Security Access Control System** In an effort to address current and emerging threats, the USMS engaged in a nationwide initiative to modernize the physical access control of all court facilities. The USMS employed a risk-based approach using the most up-to-date information available regarding current and future vulnerabilities and threats to prioritize the list of facilities. The goal is to provide for a more modern, reliable, and sustainable Physical Access Control System, which will strengthen the Judicial Facility Security Program and comply with all current federal policies, directives, guidelines, and standards governing the physical security of federal facilities. Additionally, using an enterprise approach to administration and lifecycle management will result in a more cost effective and strategic response to changing conditions and the implementation of new technologies.

**Strategic Objective: Improve the management and structure of the judicial security mission set**

The USMS will support and enhance district operations across the entire judicial security mission through outreach efforts including training, operational coordination, and delivery of assets and resources.

**Evaluate district management practices to establish a strategy to improve oversight of the Judicial Security mission** The USMS employs a dashboard management tool to assist districts in management of their activities. In FY 2016, the Agency provided the Quarterly Unannounced Testing results and statistics on the USMS District Dashboard. These data aid in the day-to-day judicial security oversight and allow for transparency between geographically dispersed judicial security management entities.

**Re-evaluate offsite security requirements, asset costs, and protocols to address current and future needs**

The USMS improved off-site security program management for the Home Intrusion Detection Systems program by publishing new policy and developing business rules. The new policy and business rules allow the USMS to establish data collection points that will lead to improvements in decision making and the operational efficiency of the Home Intrusion Detection System program. Through FY 2016, the USMS upgraded the technologies for the Judicial Duress Alarm Response program. The USMS is currently training Judicial Security Inspectors on the new technology. Both programs were in support of a Deputy Attorney General initiative.

## MISSION: WITNESS PROTECTION

The Witness Security Program enables the U.S. Government to pursue and prosecute criminals ranging from a single actor to organized crime, gangs, or terrorist groups. In 1971, the USMS was tasked with the protection of witnesses whose lives are threatened as a result of their testimony based on the 1970 Organized Crime and Control Act. Witness protection is provided in different phases and on many fronts to ensure witnesses and their families' safety before, during, and after trial proceedings. The program is assessed on a continuous basis in order to provide timely services and to identify areas for improvement.

<b>THE WITNESS SECURITY PROGRAM VISION:</b>	<b>Provide services that are indispensable to the witness program participants, including spouses and children.</b>
---	---

The Witness Security Program has provided protection to more than 18,000 witnesses and their families (Fig. 3). As part of its protective duties, the USMS is responsible for identifying weaknesses that could compromise a witness's identity, location, or general security. Such weaknesses could be the result of security infractions on the part of its protected population or areas such as technology that may lead to identity compromise. The USMS tracks these security breaches and the efforts undertaken to mitigate them. In FY 2016, the USMS detected fewer security breaches to mitigate demonstrating continued program effectiveness (Fig. 4).

**MISSION PROGRAM DATA**

**Figure 3 – Total Number of Witness Security Program Participants**



The number of participants in the program remains constant.

**Figure 4 – Security Breaches Mitigated**



As the USMS becomes better at providing training to its protectees and identifying potential sources of identity compromise, the number of security breaches detected continues to decrease.

**Strategic Objective: Manage the complexities of long-term protection**

Providing long-term protection and security for witnesses entering into the program has become very challenging and complex. The program must be flexible to accommodate increasing foreign national protectees, changing prosecutorial objectives, and the proliferation of social media technological enhancements such as geo-tagging and GPS.

**Define levels of service, potential growth, and impact to resources**

**Streamlining administrative and operational planning:** Two key objectives of protection involve the safe movement of witnesses and their appearance in court. During FY 2016, the USMS modified its application management system to centralize and standardize administrative and operational planning. This new tool took cumbersome, inconsistent, manual processes with insufficient tracking of resources and streamlined the approval and notification functions. It enables management to track resources, personnel and costs, by record, date, or location. The advantage of this application is that it improves witness security business processes designed to ensure operational plans are complete, consistent, and receive the appropriate approvals. Financial controls verify that expenses are categorized correctly and in compliance with USMS policies related to financial and workload reports.

**Continuing Strategic Risk Mitigation:** In FY 2016, USMS successfully completed Phase I of a two-phase project to develop and use risk assessment tools for more effective program management. This project shifts decision making from a manual approach to an enhanced operational decision-making process that enables improved decision logic. Phase I confirmed the critical decision elements and the creation of a prototype tool to assess risk and enhance program retention; Phase II will see the prototype tool evolve into an enterprise-wide application to incorporate core business processes for the protection of witnesses. Additionally, Phase II will involve an application to support relocation-based decisions that leverage geospatial capabilities. These tools strengthen the USMS's ability to assess and manage risk while supporting the development of risk-based decision logic and informed management plans with the ultimate intent of improving retention.

# GOAL 2: INVESTIGATIONS

STRENGTHEN THE EFFECTIVENESS OF DOMESTIC AND INTERNATIONAL INVESTIGATIONS



In serving its investigative missions, the U.S. Marshals Service conducts three types of activities: Fugitive Apprehensions, Protecting America’s Children and Communities, and Asset Forfeiture. Combined, these missions promote safer communities by removing dangerous fugitives and non compliant sex offenders from our neighborhoods and depriving criminals of the proceeds of illegal activity.

To achieve the Agency’s goal of strengthening the effectiveness of domestic and international investigations, the USMS identified a number of objectives and supporting strategies. In FY 2016, the Agency focused its resources on the following objectives:

- Maximize the efficiency of fugitive apprehensions.
- Ensure the stability and safety of USMS international investigative missions and strategically expand the USMS footprint and capabilities around the globe.
- Protect our children and communities through the rigorous investigation of non compliant sex offenders.
- Ensure effective financial investigation, management, and disposal of seized and forfeited assets to contribute and achieve the Department of Justice Asset Forfeiture Program goal to disrupt and dismantle criminal organizations.

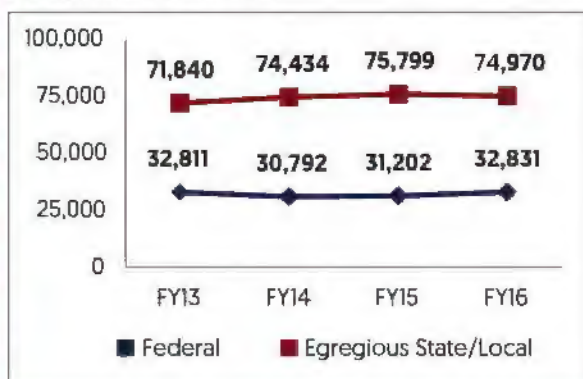
## MISSION: FUGITIVE APPREHENSION

Fugitive apprehension is a principal USMS mission and the greatest opportunity to improve public safety by reducing the number of violent offenders in America's communities. As the federal government's primary agency for conducting fugitive investigations, the fugitive apprehension mission consists of domestic and international fugitive investigations, including fugitive extraditions and technical operations. The USMS has the authority to enforce the Fugitive Felon Act and may assist state and local agencies in their fugitive missions, even in the absence of interstate or other extra jurisdictional flight. Through interagency fugitive task forces, international operations, information-sharing programs, and close cooperation with other federal, state, local, tribal, and territorial law enforcement agencies, the USMS facilitates the timely apprehension of dangerous fugitives and helps preserve the integrity of the criminal justice system.

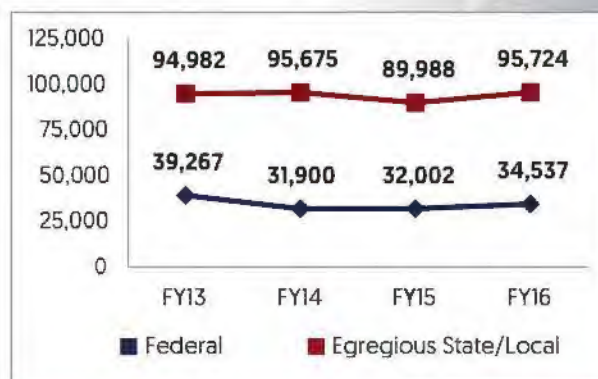
The USMS serves as the custodian of all federal arrest warrants until execution or dismissal and maintains an average of 50,000 Federal Fugitive cases each fiscal year. Over the last decade, the USMS has apprehended or cleared 320,445 federal fugitives, including 32,831 in FY 2016.

MISSION PROGRAM DATA

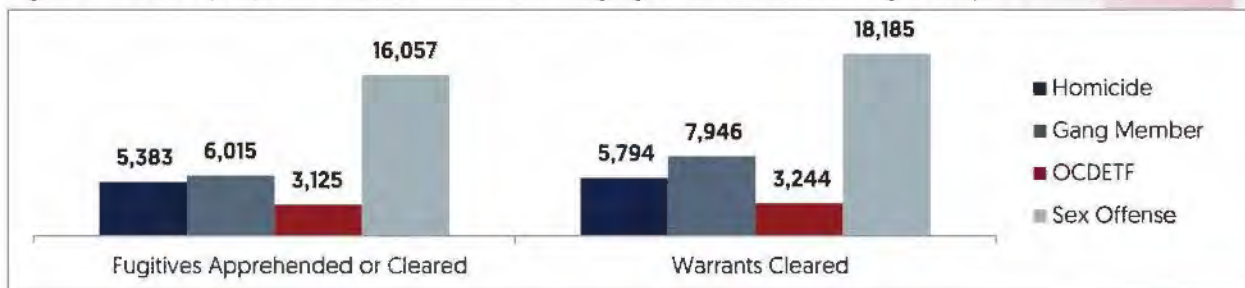
**Figure 5 – USMS Federal, State, and Local Fugitives Apprehended or Cleared**



**Figure 6 – USMS Warrants Cleared**



**Figure 7 – FY2016 Special Subtotals, USMS Federal and Egregious State and Local Fugitives Apprehended or Cleared**



**Table 1 – USMS Seizures from Fugitive Investigations, FY2013-FY2016**

USMS Seizures from Fugitive Investigations				
	Firearms	U.S. Currency (\$)	Vehicles	Narcotics (kg)
FY16	3,563	5,602,294	119	7,802.38
FY15	2,971	18,270,249	133	1,996.93
FY14	2,896	6,621,112	135	3,259.97
FY13	2,400	7,325,123	153	4,540.37

**Strategic Objective: Maximize the efficiency of fugitive apprehensions**

The USMS manages its investigative resources and invests in strategies to achieve the greatest programmatic gain to increase public protection. To affect the greatest impact in U.S. communities, the fugitive apprehension program focuses on the most violent, most egregious federal, state, and local offenders.

**Allocate resources efficiently to maximize effectiveness** For the second consecutive year, the USMS combined the resources and expertise of federal, state, and local partners to conduct Operation VR<sup>12</sup>, a national fugitive apprehension initiative focusing on the country’s most violent offenders. This 6-week operation resulted in the arrest of 8,075 violent fugitives, gang members, and sex offenders.

While VR<sup>12</sup> participation was nationwide, the USMS focused on 12 cities identified as experiencing upticks in violent crime. Investigators concentrated on serial violent fugitives who had multiple prior felony arrests for crimes such as murder, attempted murder, robbery, aggravated assault, arson, abduction/ kidnapping, weapon offenses, sexual assault, child molestation, narcotics, and on the recovery of missing children [Table 2].

**Instill program accountability through the implementation of a fugitive case adoption validation process** Implemented in 2012, the Enforcement Operations Standard Operating Procedures (SOP) are designed to enforce a national standard for egregious state and local case adoption among the network of fugitive task forces. Case selection criteria enhance accountability and transparency by establishing a validation process to ensure that only cases within SOP guidelines are worked. Since 2012, the number of adopted cases that meet these SOP guidelines has steadily increased. Of the nearly 108,000 state and local fugitive cases adopted by the Agency in FY 2016, 92 percent met the national standard.

**Strategic Objective: Ensure the stability and safety of USMS international investigative missions and strategically expand the USMS footprint and capabilities around the globe**

With the globalization of crime and the mobility of fugitives, an intensive effort is required to address the increasing number of fugitives wanted by the United States who have fled to a foreign country to avoid prosecution or incarceration and those wanted by a foreign nation but are believed to be in the United States. To effectively conduct foreign and international fugitive investigations, the USMS manages foreign field offices, a foreign law enforcement training program, investigative liaison programs, and the global extradition program. The Agency also maintains liaison positions with the International Criminal Police Organization (INTERPOL)-Washington, D.C., DOJ’s Office of International Affairs, the El Paso Intelligence Center, and Diplomatic Security Service. In FY 2016, the USMS closed 1,510 international and foreign fugitive cases, requiring investigative coordination with 121 countries and removal coordination with 58 countries (Fig. 8).

**Increase the breadth of foreign fugitive cooperative relationships** In FY 2016, the USMS increased its INTERPOL participation by establishing the INTERPOL Liaison program to enhance capabilities to identify, locate, and apprehend foreign fugitives. This program supplements the resources the USMS already provides to the INTERPOL National Central Bureau in Washington, D.C., by positioning 13 collateral duty investigators in strategic locations throughout the United States to specialize in this investigative mission. INTERPOL Bureaus enable police in 190 countries to communicate across a single

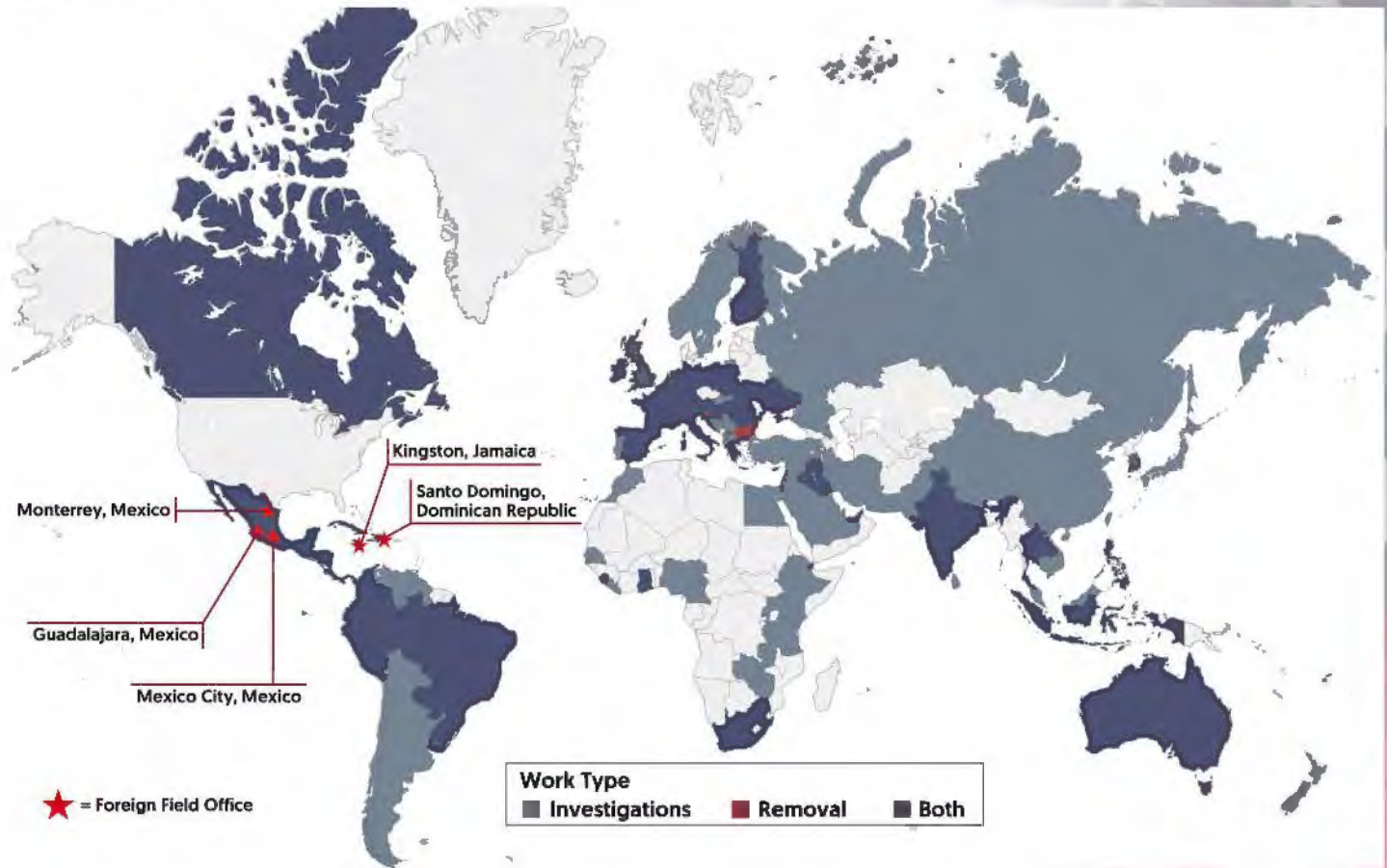
Table 2 – VR<sup>12</sup> Accomplishments

VR <sup>12</sup> by the numbers	
Activity	VR <sup>12</sup>
<b>Arrests</b>	8,075
Gang Member	648
Homicide	559
Sex Offense	946
<b>Seizures</b>	
Firearms	463
U.S. Currency (\$)	390,360
Illegal Narcotics [kg]	71
<b>Warrants Cleared</b>	
Homicide	559
Sex Offense	946
<b>Children Recovered</b>	17



platform to fight crime. Through these INTERPOL channels, the USMS investigates foreign fugitives who have committed crimes abroad and fled to the United States to avoid detection.

Figure 8 – Map of U.S. Marshals Service International Activities



In FY 2016, the USMS closed 1,510 international and foreign fugitive cases. Of these, 873 cases involved fugitives wanted by the United States who had fled to a foreign country to avoid prosecution or incarceration. The remaining 637 cases that were closed involved fugitives wanted by a foreign nation but were believed to be in the United States. Finally, the USMS assisted in the judicial process by performing 768 removals, including extraditions, foreign extraditions, deportations, and expulsions, through coordination with 58 foreign nations.

## MISSION: PROTECTING AMERICA'S CHILDREN AND COMMUNITIES

The USMS is the lead federal law enforcement agency responsible for investigating sex offender registration violations. Assigned this responsibility following the passage of the Adam Walsh Child Protection and Safety Act (AWA) of 2006, the USMS takes an aggressive approach toward protecting U.S. communities from violent sex offenders and child predators by partnering with other federal, state, local, tribal, and territorial law enforcement authorities involved in the regulatory process of registration.

In FY 2016, the USMS supported the Attorney General's High Priority Goal to Protect Vulnerable People with investigations of non compliant sex offenders, including 28 operations on tribal land. The Agency also assisted state and local agencies with 64,370 compliance checks of known registered sex offenders. The estimated population of registered sex offenders in the United States stands at approximately 852,000 [source: National Center for Missing and Exploited Children [NCMEC], June 2016].

MISSION PROGRAM DATA

Figure 9 – Non compliant Sex Offender Investigations

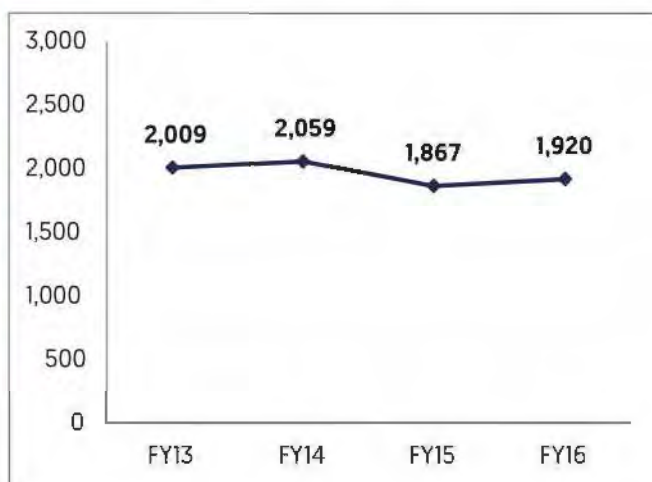
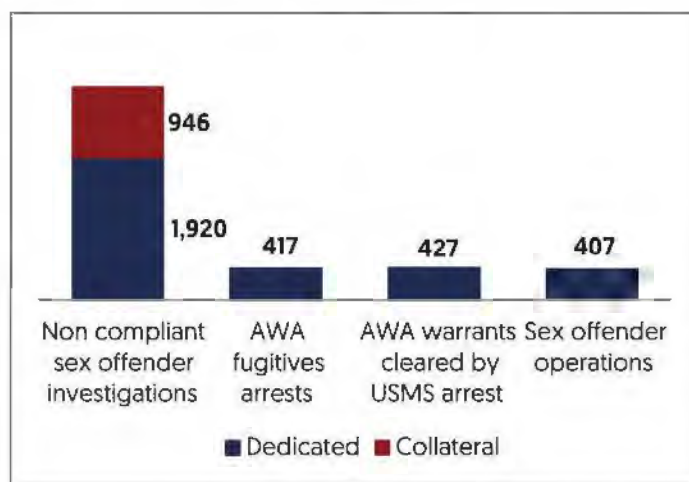


Figure 10 – FY2016 Adam Walsh Act activities



The vast majority of investigations are conducted by dedicated Sex Offender Investigations Coordinators. Approximately 33% of the total investigations were conducted by USMS investigators as collateral duties.

### Strategic Objective: Protect our children and communities through the rigorous investigation and arrest of non compliant sex offenders

Through specialized training, targeted programs and funding, enforcement activities, and collaborative partnerships with organizations such as NCMEC and the DOJ Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking (SMART) Office, the USMS significantly supports all levels of domestic, international, military, and tribal law enforcement to pursue unregistered and non compliant sex offenders.

**Strengthen USMS investigators' and state and local task force investigators' acumen through innovative training and communication** In FY 2016, the USMS increased opportunities to assist in the investigation of missing child cases through the creation of eight collateral duty positions as part of the Missing Child Unit. Each position is strategically placed nationwide to provide guidance and expertise to USMS investigators and partner law enforcement agencies. The USMS established the Missing Child Unit to oversee and manage the Agency's implementation of its enhanced authority under the Justice for Victims of Trafficking Act (P.L. 114-22). Section 605 of this law enables the USMS to "assist state, local, and other federal law enforcement agencies, upon the request of such an agency, in locating and recovering missing children."

**Focus on communities lacking specialized sex offender law enforcement resources** In FY 2016, in support of a Deputy Attorney General (DAG) initiative, the USMS executed two projects to improve the ability of

communities to track sex offenders. The Tribal Outreach and Military Outreach projects were designed to strengthen communication and coordination between all levels of law enforcement and those entities that assist with the regulatory process of registration in tribal and DOD populations.

**Tribal Outreach:** The Tribal Outreach project is part of the Attorney General’s High Priority Goal to Protect Vulnerable People to improve outreach and coordination with tribes and tribal law enforcement. The USMS strategy was to demonstrate effective tracking of sex offenders in tribal lands. In coordination with the SMART Office and the Office of Tribal Justice, the USMS conducted five tribal working groups and trained attendees from 21 vulnerable tribal communities and more than 50 state and local agencies on the AWA and Sex Offender Registration and Notification Act compliance, planning and conducting sex offender operations, explanation of re-entry notification, and SMART Office resources and grants. The USMS also organized and assisted with five tribal-specific compliance operations, resulting in 190 compliance checks and 11 arrests for AWA violations. This outreach will continue in order to strengthen relationships and increase coordination and communication among tribal, state, local, and federal entities involved in sex offender management in their communities.

**Military Outreach:** The USMS conducted three outreach initiatives at military installations across the country to improve communication and collaboration related to military sex offender registration investigations. This outreach aimed to ensure the synthesis and coordination of activities between the military sex offender program and state expectations for notification and documentation, especially in scenarios when a service member is convicted of a sex crime and then returns to civilian life. The events were attended by representatives from 37 military units and regional and local law enforcement agencies.

**Improve the communication and coordination with federal, state, and local partners regarding international traveling sex offenders** The USMS maintains a collaborative role with the Department of Homeland Security’s (DHS) Angel Watch Center as part of its authority under the International Megan’s Law to Prevent Child Exploitation and Other Sexual Crimes Through Advanced Notification of Traveling Sex Offenders (P.L. 114-119). International Megan’s Law authorized the USMS to: [1] transmit notification of a sex offender’s international travel to the destination country; [2] share information relating to traveling sex offenders with other federal, state, local, and foreign agencies and entities, as appropriate; and [3] receive incoming notifications concerning individuals seeking to enter the United States who have committed offenses of a sexual nature which must be shared immediately with DHS. In addition to the collaboration with the Angel Watch Center, the USMS partners with the INTERPOL, state, tribal, and territorial sex offender registries, and the Department of State (DOS) to transmit international notifications on outbound sex offenders. The current program reaches law enforcement in INTERPOL’s 190 member countries.

SEX OFFENDER PROGRAM CUMULATIVE STATISTICS\*

- Closed 4,385 AWA warrants by USMS arrest.
- Assisted in the conduct of more than 354,000 compliance checks.
- Opened more than 26,300 AWA investigations.
- Issued 4,990 federal warrants for failure to register.

---

\*SINCE PROGRAM INCEPTION July 2006

## MISSION: ASSET FORFEITURE PROGRAM

The DOJ Asset Forfeiture Program (AFP) plays a critical and key role to disrupt and dismantle illegal enterprises, deprive criminals of the proceeds of illegal activity, deter crime, and restore property to victims. The USMS is the primary custodial agency of the AFP. In addition to core fiduciary responsibilities associated with the management and disposition of assets valued in the billions of dollars, the USMS also provides vital support to the U.S. Attorneys' Offices and the investigative agencies through enhanced pre-seizure planning and financial investigations. As a world leader in asset management and asset disposal, the USMS AFP also receives requests for technical assistance from countries around the world. These requests range from conducting assessments of a country's asset forfeiture program to providing assistance with the restraint of property both domestic and foreign.

MISSION PROGRAM DATA

Figure 11 – Assets Received by the AFP



**Strategic Objective: Ensure effective financial investigation, management, and disposal of seized and forfeited assets to assist in the achievement of the DOJ AFP goal to disrupt and dismantle criminal organizations**

To meet the goal of the DOJ AFP, the USMS will develop a cadre of trained individuals with specialized skill sets to handle complex asset forfeiture cases, increase its international presence, and invest in data collection and analysis improvements, staffing structures and development, and lifecycle management.

**Increase success by leveraging collaboration between USMS AFP and domestic law enforcement partners to include pre-seizure planning and training** Working collaboratively with the participating members of the DOJ AFP, the Marshals Service received and disposed of a wide array of properties to include operating businesses, wine collections, and high end residential real estate. A couple of the more challenging asset types included:

**Tending to animals:** The enforcement of animal welfare laws is a matter of significant importance to the DOJ. Over the past year, the Marshals Service worked closely with the Environmental and Natural Resources Division at the DOJ and several federal investigative agencies to implement crime fighting strategies to break up a number of illegal animal fighting rings. As a result, the USMS took in 212 animals and provided the proper care and treatment as the U.S. Government pursued forfeiture actions to remove them from their abusers.

**Managing a retail business:** The USMS participated in the management and disposition of a Rita's Italian Ice franchise, purchased with ill-gotten gains from a large drug case. The location sold for \$100,000 and the USMS efforts were recognized by an OCADETF award for the outstanding investigation on this case. While Rita's franchise was a small portion of the forfeiture, the drug case was a high-profile case that required coordination across several agencies while working under tight timelines.

**REIMBURSING VICTIMS  
OF CRIME:**

**RETURNING ASSETS TO THE VICTIMS OF FINANCIAL CRIME IS A PRIORITY IN THE DEPARTMENT'S ASSET FORFEITURE PROGRAM.** In FY 2016, the Asset Forfeiture Division issued 625 victim payments totaling \$107,724,729.36.

**Disposing of bitcoins:** The USMS established a MOU with the Department of Treasury, Executive Office for Asset Forfeiture for the USMS to handle the disposition of forfeited bitcoins emanating from Treasury Forfeiture Fund components. The USMS is recognized as the government's leader in the sale of virtual currency.

**Improve the efficiency and effectiveness of AFP lifecycle management to maximize returns supporting victims, law enforcement, and communities**

**Ensuring equitable sharing payments:** The USMS centralized the disbursement of equitable sharing payments, resulting in greater fiscal control and oversight of the expense category. Centralization facilitated the processing of more than 8,000 transactions worth \$66 million in 30 days. Since the start of centralized payments in March 2016, the Agency has processed more than 22,000 payments worth \$180 million to approximately 2,100 recipients.

**Repatriating an ancient Syrian mosaic:** The FBI seized an ancient mosaic stolen from the country of Syria. The USMS was to take custody of the mosaic until it could be repatriated to the Government of Syria. Rather than finding an art storage warehouse, the USMS developed an MOU with the Smithsonian Institute to store the mosaic indefinitely. This was the first time the two agencies have coordinated jointly for the storage of assets subject to forfeiture.

**Seizing inmate trust account funds:** In FY 2016, the inmate trust account initiative resulted in more than \$2 million in seizures.

**Expand collaboration between AFP and international law enforcement partners**

**Strengthening international and interagency cooperation:** The USMS participates in the Camden Assets Recovery Interagency Network, a cross-border, interagency group that coordinates and shares information to enhance the effectiveness of efforts to deprive criminals of their illicit profits. In FY 2016, the USMS Law Enforcement Representative to the network assisted and coordinated the restraint of over \$27 million located abroad.

**Advising on asset forfeiture in Romania:** The USMS provided technical advice to draft the asset management agency law in Romania, and educated a wide variety of stakeholders on how an agency with responsibility for the management and disposition of confiscated assets functions. This assistance helped Romania establish an efficient system for recovering illicit assets and led to the creation of a specialized agency that would function similarly to the USMS Asset Forfeiture Division. On November 18, 2015, the law passed.

**Assess and refine the AFP staffing structure, levels, and development across the Agency:** In FY 2016, the USMS trained 318 personnel at the Asset Forfeiture Academy across 13 classes. Four of these classes used the newly developed curriculum for the Advanced Asset Forfeiture for Administrative Personnel course. The Academy also hosted training for other USMS divisions.

## IDENTIFYING COUNTERFEIT WINE: U.S. V. RUDY KURNIAWAN



The USMS assumed custody of the largest wine fraud collection pursued for forfeiture by the DOJ in U.S. v. Rudy Kurniawan. Kurniawan had been creating his own vintage wine and counterfeit labels for the bottles, which he then passed off as genuine to sell at high-end wine auctions. Kurniawan realized some \$20 million from this scheme. The USMS took into its custody approximately 5,100 bottles of wine which were seized from Kurniawan's personal collection. The USMS then authenticated all 5,100 bottles to determine which bottles were legitimate wines and which were fake. This entailed hiring a wine expert from France to view the bottles and provide their expert opinions on each bottle.

Of the 5,100 bottles seized, 600 were deemed counterfeit. The remaining 4,500 bottles were sold via two online auctions. The USMS promoted the auction in two ways: 1) a media event prior to the first auction for the sale of Kurniawan's vehicles which he purchased with his illicit gains, and 2) a media event one week after the start of the first auction for the destruction of the 600 bottles of wine which were deemed to be counterfeit. The resulting publicity from the destruction event brought in additional buyers outside the high-end wine community who were also following the sale. The two auctions resulted in the 4,500 bottles of wine being sold for more than \$1.5 million. The overall proceeds from the case resulted in all USMS expenses being covered in addition to all the victims of the case being compensated to the full extent of what was granted by the courts.

# GOAL 3: NATIONAL DETENTION OPERATIONS

IN SERVING ITS NATIONAL DETENTION OPERATION MISSION, THE U.S. MARSHALS SERVICE FOCUSES ON PRISONER SECURITY, DETENTION, AND CARE, AND PRISONER TRANSPORTATION.



To achieve the Agency's goal of optimizing national detention operations with cost-effective and well-established business practices, the USMS identified a number of objectives and supporting strategies. In FY 2016, the Agency focused its resources on the following objectives:

- Enable districts to resolve detention issues by improving data collection and creating performance measurement tools.
- Implement innovative business practices to streamline detention operations.
- Fully integrate and automate detention monitoring with the Quality Assurance Program.
- Provide adequate medical care in the most effective manner.
- Optimize the prisoner transportation network.

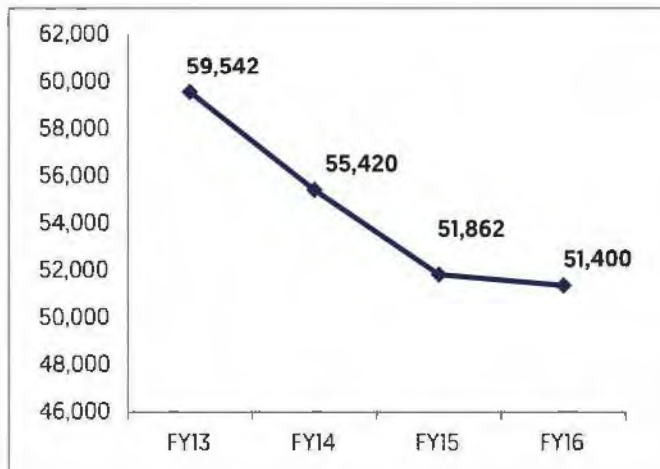
## MISSION: PRISONER SECURITY, DETENTION, AND CARE

The Prisoner Security mission is a complex and multi-layered function, both in scope and execution. The USMS is responsible for the national operational oversight of all detention management matters pertaining to individuals remanded to the custody of the Attorney General. The USMS ensures the secure care and custody of these individuals through several processes to include providing sustenance, ensuring secure lodging and transportation, evaluating conditions of confinement, providing medical care deemed necessary, and protecting their civil rights through the judicial process.

In FY 2016, the shrinking of the detention population slowed to less than one percent reduction from FY 2015. Fewer prisoners received for immigration offenses along the southwest border and fewer prisoners ordered detained beyond the detention hearing accounted for this reduction.

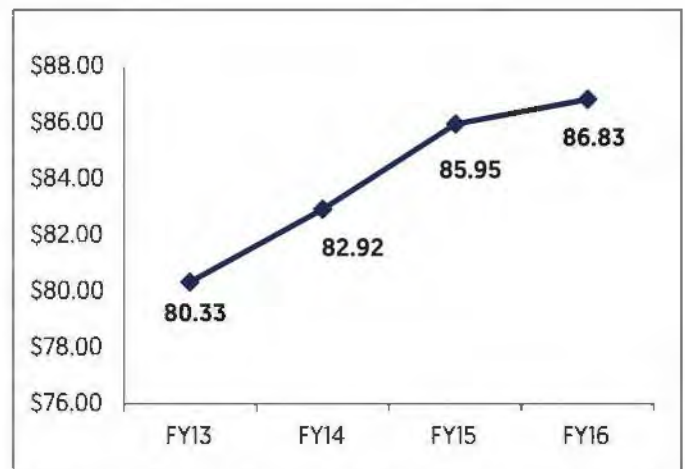
**MISSION PROGRAM DATA**

**Figure 12 – Average Daily Prisoner Population**



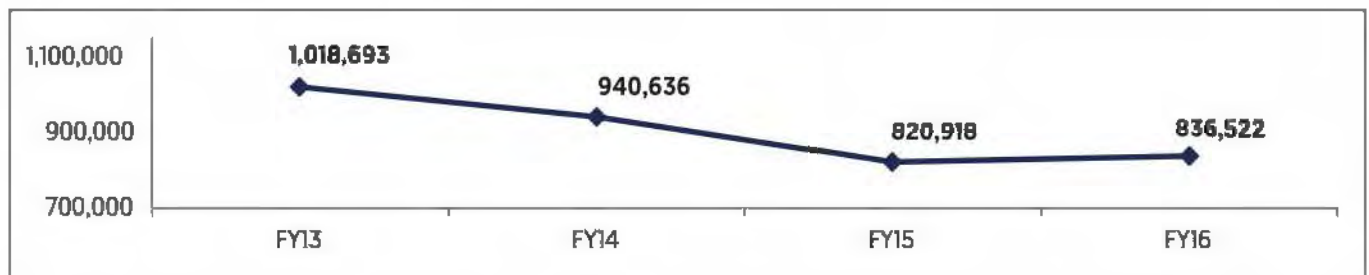
To house the USMS population in FY 2016, the USMS maintained a balanced approach to detention by housing 18% of prisoners in Bureau of Prison (BOP) detention facilities with beds specifically allocated for USMS use, and 18% of prisoners in private facilities under direct contract. The 4-year Average Daily Population (ADP) downward trend eased in FY 2016 as the ADP only decreased by 0.8% from FY 2015.

**Figure 13 – Per-Day Detention Costs (in dollars)**



The USMS held the per-day, per-capita detention cost to \$86.83 or 0.2% below the projected level of \$86.99 and 1% above FY 2015 costs, for all facility types. Aside from jail costs, the rate also includes detention services (in district transportation and medical), which decreased by 16.4%. Reduced population levels however resulted in an inability to reach greater economies of scale available with larger population levels.

**Figure 14 – Prisoners produced for required events**



In FY 2016, prisoner productions leveled off from the previous 2-year decline. This was primarily attributable to few changes in the prisoner population and the number of prisoners received.



**Table 3 – Per Diem Rate\* Paid by Facility**

Per Diem Rate Paid by Facility		
Performance Measure	FY15 (\$)	FY16 (\$)
<b>Total</b>	<b>78.57</b>	<b>81.13</b>
InterGovernmental Agreement (IGA) Total	68.98	70.94
State and Local	71.40	73.33
Private, Indirect	62.52	64.36
Private, Direct	108.24	115.85

\*Rate paid at facilities was within 1% of projections. The USMS held the per-day, per-capita jail cost to 0.6% above the projected level for all facility types. The rate paid at private facilities was 0.7% above the projected level, while the rate paid at IGA facilities was 0.7% lower than projected.

**Table 4 – Time in Detention, Prisoners Serving Imposed Sentences in USMS Custody**

Time in Detention, Prisoners Serving Imposed Sentences in USMS Custody		
Performance Measure	FY15	FY16
Prisoners with Short-Term Sentences Released by USMS	39,083	40,901
<b>Time-in-Detention, Post Sentencing</b>		
30 days or less	24,327	28,051
31-60 days	8,818	7,679
61 to 90 days	4,560	4,081
91 days or more	1,378	1,090
<b>Average Detention Time (Days)</b>		
Pre-Sentence	8.3	7.9
Post-Sentence	31.7	27.6

An estimated \$92 million was expended to house prisoners, post-sentencing. The USMS managed government resources efficiently by releasing 40,901 prisoners from USMS custody following short-term sentences. Prisoners serving short-term sentences accounted for 6% of the total USMS detention population. In FY 2016, this population increased by 4.6% whereas the cost in housing short-term sentenced prisoners decreased by 6% due to a 13% decrease in the average number of days in short-term detention. Similar to FY 2015, 87% of the prisoners released following short sentence expiration were arrested for immigration offenses.

**Table 5 - Prisoners Received: By Offense**

Prisoners Received: By Offense		
Performance Measure	FY15	FY16
<b>Total</b>	<b>194,792</b>	<b>195,656</b>
Violent	9,033	10,294
Property	13,313	13,028
Drugs	24,892	25,846
Weapons	8,181	9,056
Immigration	71,357	68,690
Other New Offenses	14,829	13,695
Supervision Violations	24,480	26,183
Material Witness	4,879	5,636
Writs, Holds, Transfers	23,828	23,228

During FY 2016, the number of prisoners received by the USMS was 195,656 or 0.4% prisoners more than FY 2015. The number of prisoners received for immigration offenses decreased by 3.7%; weapons offenses increased by 10.7%; supervision offenses increased by 7%; and drug offenses increased by 3.8%.

**Strategic Objective: Enable districts to resolve detention issues by improving data collection and creating performance measurement tools**

The USMS will develop systems that provide assessment and planning data and automated tools to assist districts with managing complex detention problems. These systems will collect and display real-time, accurate information on detention costs and available federal, state, and local bed space to resolve potential problem areas swiftly and at the lowest level.

**Develop defined business practices with the Bureau of Prisons (BOP) to better track, manage, and utilize federal detention space within BOP**

**Improving detention contract management:** In FY 2016, the USMS improved the monitoring of detention contractor performance by establishing an on-site detention-contract monitoring program staffed by full-time professional Detention Contract Administrators in two districts where USMS uses private detention facilities to house prisoners. The Detention Contract Monitoring Program will result in better trained Contracting Officer's Representatives in detention matters, improved contract monitoring, and improved contract service.

**Improving conditions of confinement:** The USMS revised the Federal Performance-Based Detention Standards to incorporate the DOJ Guiding Principles outlined in "Report and Recommendations Concerning the Use of Restrictive Housing." This revision incorporates Guiding Principles that are applicable to a pre-trial private detention environment and exceeds the standards currently codified in the Standards. The revised Standards addressed a Presidential Memorandum and improved conditions of confinement for prisoners in restrictive housing.

**Strategic Objective: Implement innovative business practices to streamline detention operations**

The USMS will improve prisoner processing time and reduce redundancy through better sharing of data.

**Transition to the Justice Automated Booking System** To facilitate the transition to the Justice Automated Booking System, the USMS developed a prototype of an electronic signature pad and electronic versions of key property and medical release paper forms that can be signed and stored digitally. These electronic versions will eliminate the multi-part paper forms currently used and allow the forms to be shared as the defendant moves through the USMS jurisdictions to a BOP facility. Additionally, the USMS will save \$27,000 annually by eliminating the cost of printing, storing, and archiving the paper forms.

Prototype of electronic signature pad



**Assess the feasibility of establishing regional post-sentencing receiving centers** In FY 2016, in support of a DAG initiative, the USMS initiated a pilot project at the Robert A. Deyton Detention Facility in the Northern District of Georgia to test the viability of establishing Regional Receiving Centers to serve as staging areas for sentenced prisoners pending movement to their designated BOP facilities. The pilot project, which is expected to conclude by June 2017, is intended to serve as a proof of concept, enabling the USMS to assess staffing needs, improve the sentence-to-commitment workflow, and assist in identifying best practices and lessons learned. Regional Receiving Centers will improve the availability of detention beds in court cities, and enable the USMS to adjust detention capacity as needed to meet changing demands.

**Assess the feasibility and cost-effectiveness of implementing strategically sourced detention services**

The USMS established a Restraint Blanket Purchase Agreement (BPA) with an associated Restraint Policy Directive and SOPs that will allow districts to order USMS-approved restraining devices at a competitive price using a standard procurement process. The common USMS Restraint BPA will result in cost savings through a competitively awarded national BPA, better inventory control and reporting, uniform restraint devices throughout the districts, and better budget forecasting.

**Strategic Objective: Fully integrate and automate detention monitoring with the Quality Assurance Program**

The USMS will assess and update the jail review and Quality Assurance Review standards to eliminate redundancy and enable trend analysis.

**Automate the IGA review process to increase standardization, meet applicable regulations and laws, and target areas for improvement** In FY 2016, the USMS issued the 2016 Detention Services Price Analysis Guide for detention and correctional services contracts and IGAs to assist organizations in performing pre-negotiation price analysis when determining reasonableness of price for services, forecasting budgetary estimates, and conducting market research. The guide will continue to help the USMS negotiate fair and reasonable per diem rates at IGA facilities, which has resulted in a \$204.3 million cost savings since being implemented in 2007.

**Strategic Objective: Provide adequate medical care in the most effective manner**

The USMS will develop an electronic system to support the various aspects of the National Medical Care Program to alleviate workload and improve efficiencies.

**Develop cost-effective solutions for the care of chronically ill USMS prisoners** The USMS continued to refine the requirements of the National Managed Care Contract Statement of Work. These refinements are designed to reduce pharmacy costs by re-establishing a pharmacy program with medication discounts and generic medication substitutions and streamline prisoner medical bill payments by ensuring prisoner medical claim processing and payments comply with the Medicare payment standards established by 18 U.S.C. 4006. The USMS will also ensure contract requirements will be consistent with the new USMS data management system.

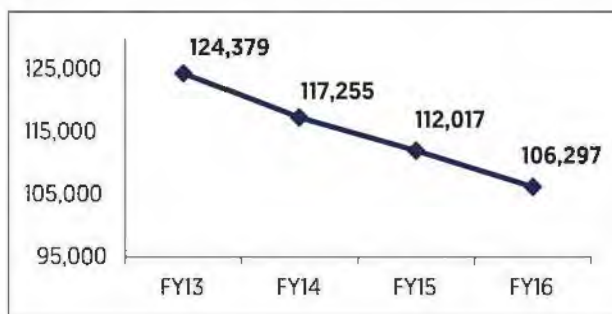
## MISSION: PRISONER TRANSPORTATION (OUT OF DISTRICT)

The USMS transports prisoners in support of the federal judiciary and the BOP. The agency also provides prisoner transportation to state and local law enforcement agencies and other federal agencies, including the military, on a space-available basis. Within the USMS, the award-winning Justice Prisoner and Alien Transportation System (JPATS) program manages the coordination, scheduling, and secure handling of prisoners in federal custody, transporting them to detention facilities, courts, and correctional institutions across the 94 judicial districts through a network of aircraft, cars, vans, and buses.

**JPATS:** In FY 2016 JPATS safely and successfully completed 4,100 accident and incident free hours in support of its DOJ mission.

**MISSION PROGRAM DATA**

**Figure 15 – Requests to transport prisoners by air or ground**



In conjunction with lower prisoner population numbers across the department, movement requests received from the USMS and BOP were at a 4-year low of 106,297. Containing costs and finding efficiencies while still providing safe and effective law enforcement services are essential to the program's success.

**Figure 16 – Transportation Unit Costs (in dollars)**



Efforts to keep costs contained, realize efficiencies, and show value through cost-saving initiatives ultimately resulted in driving down transportation unit costs in FY 2016 to a 4-year low of \$1,130.

In prisoner transportation, the USMS sustained operational performance while containing costs. The program oversaw operations and coordinated over 255,000 movements by air and ground nationwide while monitoring reports that measured days in transit and associated costs. In FY 2016, JPATS completed 106,297 movement requests from the USMS and BOP while sustaining pre-transit and in-transit days well below targets. The average transit time was 21.2 days, 6.8 days below the 28 day target. Maintaining efficient transportation time [days] below targets resulted in containing costs associated with prisoner housing and per diem. Efforts to contain costs and drive efficiencies in FY 2016 resulted in transportation unit costs dropping to its lowest point in four years; an average of \$1,130, well below the \$1,300 target.

**Strategic Objective: Optimize the prisoner transportation network**

The USMS will develop solutions to improve data systems integration which will minimize inefficiencies, and develop business rules, and implement systems to ensure the efficient use of ground and air transportation.

**Define and categorize current transportation methods and related costs**

**Large Aircraft Contingency Project:** In FY 2016, with the federal prisoner population at an all-time low, the USMS sought out and implemented initiatives focused on containing program costs while maintaining safe and efficient law-enforcement services. One such initiative was the Large Aircraft Contingency Project. In this project, the USMS assessed the value of a dedicated, owned asset versus the past practice of attaining long- and short-term leased aircraft during scheduled or unscheduled maintenance events. With the use of an innovative lease-to-purchase contract for a third Boeing 737-400, the USMS determined that purchasing

the aircraft would save the American taxpayer more than \$16.8 million in the first five years alone. As a result of this major change in approach to mission-contingency planning, the USMS is well prepared to mitigate risk associated with its high-tempo aviation operations and provide virtually uninterrupted airlift services at a reasonable cost. During the first six months of implementation, the addition of a contingency aircraft enabled the large aircraft program to maintain an impressive 98-percent availability rate, avoiding 24 mission day cancellations. Had these missions been cancelled, an estimated 15,000 prisoner movements would have been prolonged, adding additional stress to the network and costing the Federal Prisoner Detention account additional housing per-diem costs.

In FY 2016, the USMS purchased an additional Boeing 737-400 (pictured) to transport prisoners. This purchase is expected to save the American taxpayer more than \$16 million over the next five years, when compared to leasing. As a result of acquiring this aircraft, the program has maintained an impressive 98% availability, enabling prisoner movements to flow as planned without mission interruption due to aircraft maintenance.



**Small Aircraft Program Cost-Containment Project:** The Small Aircraft Program Cost-Containment Project continues to deliver efficiencies to the Agency and the American taxpayer. In FY 2015, the USMS sold its Hawker aircraft and shifted the Small Owned Aircraft Program to a leased aircraft program. JPATS continued to provide transportation security and medical services while managing aviation operations and, as projected, realized a 30 percent reduction in USMS flight-hour costs. As a result, in FY 2016 JPATS successfully performed 670 hours of small aircraft mission support at a cost of \$5.39 million, a direct savings of \$2.26 million to the USMS Federal Prison Detention account.

**Develop and implement a methodology to enable more effective and equitable district transportation resource allocation and management** The USMS improved the procurement and oversight of district guard and transportation service contracts by consolidating all district guard and transportation contracts under a single national BPA using a standardized statement of work. When awarded, the BPA will result in better contract monitoring oversight, contract guard training standardization, and competitive pricing.

**Optimize JPATS transportation operations, including scheduling, airlift security and transfer operations, and interagency structure**

**Implementing industry best practices:** The USMS successfully implemented a federally recognized Aviation Safety Management System (SMS) and achieved International Standards-Business Aviation Operations (IS-BAO) Stage One Certification. IS-BAO compliance is considered to be the gold standard in aviation. The external audit team, consisting of aviation professionals from the General Services Administration (GSA) Aviation Policy Division and across the federal aviation community, conducted an extensive review of JPATS practices. Overall, the audit team was impressed with the JPATS organization and confirmed the program is operated in a safe

manner with an effective SMS. As a result, JPATS was commended for operating in accordance with federal aviation regulations, public law, and federal management regulations.

**QUOTE FROM THE GSA Aviation Policy Division audit team:**

**“Overall, JPATS’ SMS is excellent. The dedication to adhere to the GSA Federal Management Regulation 102-33 regulations regarding the operation and management of a federal aviation program, the adherence to the IS-BAO Protocols, adherence to the required Federal Aviation Administration regulations, the professionalism of the safety program, and the desire to be the best in all areas, sets the example for an excellent SMS program.”**

**Prisoner Intelligence Program:** In FY 2016, the USMS fully implemented a prisoner intelligence program in support of risk mitigation during transportation operations. In addition to continuing to coordinate with other intelligence groups across the Agency, JPATS completed its SOP, information collection requirements, reusable products, and dissemination protocols. Technical tools developed last year were enhanced and integrated with JPATS’s transportation management system to better assist in collecting threat criteria and creating daily air operation reports. As a result, the program is fully documented and operational producing actionable intelligence daily to mitigate risks associated with potential threats during transportation.

**The Aviation Enforcement Officer uses an iPad on the flight line to identify potential threats and review daily operations mission briefs.**



# GOAL 4: SAFETY OF LAW ENFORCEMENT PERSONNEL

PROMOTE OFFICER SAFETY AND PROVIDE EFFECTIVE SUPPORT DURING DOMESTIC AND INTERNATIONAL EMERGENCIES.



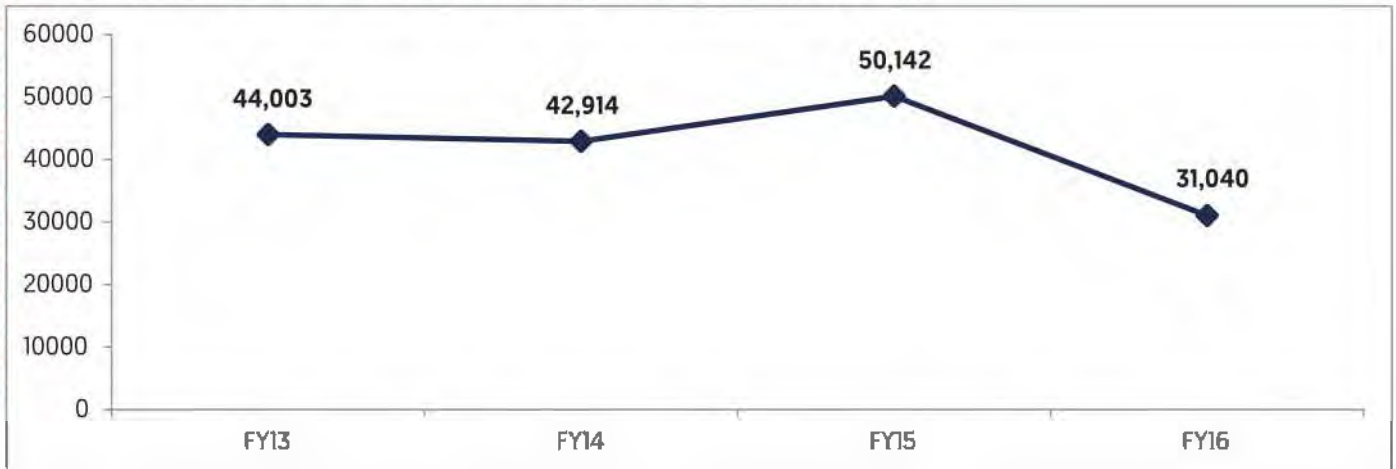
To achieve the Agency’s goal to promote officer safety and provide effective support during domestic and emergency operations, the USMS identified a number of objectives and supporting strategies. In FY 2016, the Agency focused its resources on the following objectives:

- Mitigate the risk to DUSMs and ensure mission readiness.
- Develop a communication strategy to provide all operational personnel with the ability to communicate during mission-related activities.
- Ensure effective rapid response to emergencies and crises.

## MISSION: LAW ENFORCEMENT PERSONNEL SAFETY

The protective, investigative, and detention missions of the USMS place operational personnel, along with various law enforcement partners, in situations with a potential for violence. Ensuring the safety of law enforcement personnel and America’s communities is paramount to the USMS.

**MISSION PROGRAM DATA** Figure 17 – Special Operational Hours Dedicated to High-Threat and Emergency Situations



### Strategic Objective: Mitigate the risk to DUSMs and ensure the level of readiness for the mission

To maximize risk reduction, the USMS must ensure consistency in communicating standardized approaches to apprehension in all scenarios and reinforce this message throughout all aspects of communication to include policies, procedures, and tactical training.

**Review existing policy and procedures and identify gaps and actions to address officer safety** In FY 2016, the USMS began a comprehensive review of policy and procedures in each of its mission areas and produced the following as result of these reviews:

<p><b>Protection of witnesses</b></p>	<ul style="list-style-type: none"> <li>• Identified necessary equipment to improve officer safety.</li> <li>• Determined the consistency and effectiveness of training related to witness protection.</li> <li>• Expanded capabilities through collaborative information sharing to increase awareness on technical surveillance and countermeasures.</li> <li>• Extended information data sharing with state and local law enforcement agencies to strengthen and enhance operational support.</li> </ul>
<p><b>Prisoner transport</b></p>	<ul style="list-style-type: none"> <li>• Updated the Occupant Emergency Plans, Security SOPs, Cabin Crew Manual, and USMS Policy Directive 16.1: General Transportation Guidelines.</li> <li>• Implemented equipment and perimeter security enhancements across its national network of airlift sites.</li> </ul>



<b>Training</b>	<p>Drafted, reviewed, or updated USMS policy directives on training regarding:</p> <ul style="list-style-type: none"> <li>• Conduct in Foreign Countries</li> <li>• Vehicle Pursuits</li> <li>• Training Plan and Development</li> <li>• Less-than-Lethal Devices</li> <li>• Oleoresin Capsicum</li> <li>• Expandable Baton</li> <li>• Electronic Restraint Device</li> <li>• Projectile Stun Gun</li> <li>• Firearms</li> </ul>
-----------------	--

**Establish a process to sustain standardization and equity of training and equipment while continually improving efforts to maximize risk reduction** During FY 2016, the Basic Deputy U.S. Marshal [BDUSM] training program received formal reaccreditation from the Federal Law Enforcement Training Accreditation Board.

As a result of the Agency’s prioritization of officer safety, the USMS enhanced the BDUSM curriculum and upgraded equipment issued to BDUSM students. These upgrades and modifications include new holsters for quicker draw, magazine base plates for speedier reloads, upgraded flashlights for use with weapons, and heart rate monitors for tracking physical response during high stress or physically demanding situations. The equipment upgrades ensure that graduates of the USMS training academy report to their duty districts with the best possible equipment available to law enforcement and remain on the cutting edge of tactical equipment technology. The USMS provided training to 41 students using the enhanced BDUSM curriculum that included lessons from practitioners working on sex offender investigations, judicial security, and witness protection.

**Establish a formalized long-term safety training program**

In support of a DAG initiative, the USMS established a formalized long-term safety training program to mitigate risk to operational personnel. The program provides training, funding, and sustained coverage for Tactical Training Officers; an advanced training program on high-risk fugitive apprehension (HRFA); access to live-fire ranges; and a resource strategy for armor/protective equipment requirements. To date, the program has supported or provided training to 643 USMS participants, 83 state and local sheriffs from 27 departments, and 37 USMS Task Force Officers and local fugitive investigators. Additionally, the program held two “Civilian Response to Active Shooter” events for 245 USMS administrative staff.

FY 2016 OPERATIONAL MEDICAL SUPPORT UNIT (OMSU) ACTIVITIES

In FY 2016, the OMSU deployed 336 times in support of USMS operations. OMSU medics treated 144 patients and provided medical coverage for the following:

- 65 Judicial Conferences, 58 Supreme Court Justice Protection Details, and 8 Deputy Attorney General details.
- 106 high-risk warrant operations.
- 3 high-threat international extraditions and 2 domestic extraditions.
- 9 In-District high-threat prisoner transports.

**Expand the Agency's medical response capability and ensure adequate medical support for the USMS mission**

**Providing medic support to USMS missions:** OMSU medics are the USMS's key provider of medical support to district and national judicial missions. Due to the effectiveness of the OMSU program in providing immediate medical support during missions, the USMS has seen a rise in the number of requests for OMSU medics. To address this increased need, a proposal has been submitted to increase the number of OMSU Deputy Medics by 30 percent. The USMS has developed a long-term budget strategy to guarantee adequate funding to conduct mandatory specialty and re-certification training for these positions.

**MEDICAL SUPPORT  
AND RESPONSE  
READINESS:**

In FY 2016, current OMSU and Special Operations Group (SOG) medics received mandatory and recertification training. Fifty OMSU medics were recertified in the National Registry of Emergency Medical Technician standards and 17 medics from OMSU and SOG received the Special Operations Medical Association training in recent advances in tactical medicine.

**Training to deal with active threats:** In FY 2016, the USMS provided training to headquarters operational and administrative employees on Active Shooter/ Active Threat trauma medicine. This training is vital to prepare USMS headquarters employees for a variety of situations. For this training, operational employees benefited from an updated Deputy Trauma Curriculum that included revised tactical guidelines and modernized videos. All OMSU medics and 15 SOG medics are certified to teach the updated curriculum. Additionally, OMSU DUSM medics instructed medical training for stand-alone Deputy Trauma Courses in districts and divisions as well as for Deputy Trauma Courses in conjunction with HRFA courses.

**Deploying the Automatic Electronic Defibrillator (AED) Program:** AEDs provide first responders with an effective means of treating and reversing cardiac arrest within minutes. The USMS provides AED training to its employees and court staff to render critical, life-saving measures to employees and members of the public. The USMS AED program complies with the recognized standards of the American Heart Association certification policy, and only those who have received the USMS training to operate AED devices are authorized to use them. To increase the effectiveness of this program, the USMS developed new AED policy requirements and operating procedures to ensure consistency across all districts and divisions. The Agency sourced new equipment suppliers and established a cyclical replacement plan for obsolete AED units. Additionally, it revised training materials to include more stringent standards to meet certification requirements and certified 32 instructors to train personnel. The USMS plans to train 2,200 personnel in FY 2017. With these changes, the USMS saves up to \$500 per student and eliminates travel costs, resulting in a cost avoidance of \$401,600 for travel costs alone.

**Strategic Objective: Develop a communication strategy to provide all operational personnel with the ability to communicate during mission-related activities**

The USMS maintains a unique, extensive cache of deployable communications equipment to support national security events and U.S. Government responses to critical incidents. In addition to legacy Land Mobile Radio communications, the USMS is a leader in the use of emerging technology in modern communication and interoperability.

**Ensure sustainable tactical communication and network functionality and delivery of services**

**Delivering tactical communications support:** The USMS routinely deploys communications networks to further various Agency missions and in support of other federal, state, and local law enforcement efforts. In FY 2016, the USMS deployed tactical communications support for special missions such as an Amber Alert,

a nonprofit sporting event that required the assistance of law enforcement, Republican and Democratic National Conventions, a courthouse protest of more than 1,000 people, and a large-scale fugitive round-up. For these special missions, the USMS deployed satellite phones, mobile satellites, video surveillance equipment, radios programmed to federal law enforcement channels, desktop base station radios, and a Mobile Command Center. The USMS provided on-the-spot equipment training to local law enforcement personnel detailed to the missions.

**Providing reliable radio communications at U.S. Court facilities:** The USMS provides reliable, encrypted radio communication capabilities in U.S. court facilities and manages the courthouse tactical communications systems for DUSMs, CSOs, and courthouse personnel. In FY 2016, the USMS replaced seven aging radio repeater systems at U.S. courthouses and completed new repeater installations at six sites that relied on handheld radios for communications. These repeaters improved radio coverage at courthouses and the safety of the CSOs and court staff. The USMS deployed 150 new portable radios to replace obsolete equipment, and refurbished and reissued approximately 200 radios. These initiatives will help to ensure courthouse communications systems continue to function optimally and substantially save further expenditures.

**Updating and expanding radio transmissions:** Through its Marshals Service Communication Application Network, the USMS provides Over-The-Air Re-Key (OTAR) and command-and-control functionality to CSOs and DUSM radios at U.S. court facilities and radio systems nationally. This program uses a consolidated network to transmit radio information to U.S. district courthouses, resulting in a significant cost savings, as typically network connections between sites require a separate internet or telephone circuit. In FY 2016, the USMS continued to update the Marshals Service Communication Application Network and significant progress was made to migrate away from legacy equipment. This improved the reliability of OTAR and other system functionality. In FY 2016, new OTAR capability was provided to additional sites across the country, expanding this capability to all USMS and CSO users.

USING DEPLOYABLE COMMUNICATIONS EQUIPMENT TO FIND A MISSING CHILD

On May 7, 2016, the USMS responded to a district request for communication support for an Amber Alert case. The Amber Alert was issued when Gary Simpson kidnapped his 9-year old niece from school days earlier. The remote areas being searched did not have reliable radio communication between the command post and those law enforcement agencies performing the search. The USMS arrived at the command post in Rogersville, Tennessee and immediately deployed satellite phones, mobile satellites, and set up a portable base station with the local frequencies programmed. This created a communication net over the region to allow DUSMs and law enforcement officers to communicate with the command post and one another.

When the Mobile Command Center arrived, a 100-watt, USMS repeater was set up and placed in service within the Mobile Command Center to allow communications between the USMS air asset and the ground teams. The USMS worked closely with the FBI and the Tennessee Bureau of Investigations to ensure radio interoperability of all law enforcement agencies assisting the search. On May 12, Gary Simpson and his niece were located. Law enforcement officers took Simpson into custody and returned his niece to other relatives.

## MISSION: DOMESTIC AND INTERNATIONAL EMERGENCY SUPPORT

The USMS equips operational personnel with critical tactical communication capabilities, including equipment that is interoperable with federal, state, and local law enforcement partners. The USMS also ensures that procedures, systems, and resources, such as adequately trained personnel, are in place to allow for rapid response to national emergencies, crises involving homeland security, special assignments, and security missions.

Through its Continuity of Operations Program (COOP), the USMS develops and maintains the functional plans for optimum emergency preparedness, including response, recovery, and mitigation for disasters. The COOP ensures Agency compliance with federal directives, guidelines, and protocol governing emergency preparedness. To accomplish this, the USMS identifies internal resources, capabilities and their availability to develop and provide Agency-wide training and awareness of emergency responsibilities and programs.

In FY 2016, the program trained more than 300 USMS personnel on emergency preparedness, response, recovery and mitigation to disaster events. This Agency-wide training prepares the USMS to respond to crises rapidly. COOP also maintains a group of 10 highly-trained DUSMs to provide protective services to designated government assets in the event of a national emergency. In FY 2016, the team conducted two rigorous recruitment events, adding four new members to the operational response team.

### Strategic Objective: Ensure effective rapid response to emergencies and crises

Ensuring resources, procedures, and systems are in place to allow for rapid response requires available personnel who are trained, equipped, and able to travel at a moment's notice and strategically located Mobile Command Center vehicles.

#### THE USMS STRATEGIC NATIONAL STOCKPILE SECURITY OPERATIONS:

The USMS Strategic National Stockpile Security Operations deployed three times in FY 2016 to provide immediate assistance following the mass shooting at a nightclub in Orlando, Florida; flooding in Louisiana; and enforcing a federal quarantine and isolation order in South Dakota. In these incidents, the USMS inspectors secured evidence, conducted intelligence research, coordinated security needs and transmitted logistical information, and assisted with the transport of an individual suffering from a drug-resistant form of tuberculosis.

### Leverage SOG capabilities and ensure rapid deployment to all USMS missions as required

**Ensuring the sustainability of the SOG program:** In FY 2016, the USMS developed a cost model to ensure the sustainability of SOG, a highly trained, rapidly deployable tactical unit that supports the DOJ and the USMS missions domestically and abroad. Originally funded through reimbursable agreements with the Departments of State and Defense to support the Rule of Law, Stability, and Reconstruction Programs in Iraq and Afghanistan from 2004-2014, SOG had no dedicated base funding for member training or equipment. The developed cost model is included in the President's Budget for FY 2017.

**Deploying SOG:** In FY 2016, SOG deployed personnel to support USMS missions for more than 31,000 hours. The deployments were supported by collateral SOG DUSMs from 44 districts and 4 divisions. SOG supported 78 operational deployments for the USMS such as fugitive manhunts, headquarters requests, operational planning meetings, investigations support, and various assessments and district support roles. SOG deployed 189 of its armored and specialty vehicles for a total of 3,780 days.

# GOAL 5: PROFESSIONAL WORKFORCE

ENSURE PROFESSIONALISM AND ACCOUNTABILITY, AND PROMOTE INNOVATION IN THE USMS PROFESSIONAL WORKFORCE



In supporting its professional workforce missions, the U.S. Marshals Service focuses on three activities: hiring a professional workforce; providing training and development opportunities; and assessing USMS programs to ensure they meet the highest standards.

To achieve the Agency's goal of ensuring professionalism and accountability, and promoting innovation in the USMS professional workforce, the USMS identified a number of objectives and supporting strategies. In FY 2016, the Agency focused its resources on the following objectives:

- Develop workforce competencies that meet the current and future needs of the Agency.
- Establish the Training Division as a Training Center of Excellence to further the advancement and standardization of USMS core competencies through a unified learning architecture.
- Increase productivity, accountability, and compliance by refining employee management practices.

## MISSION: PROFESSIONAL WORKFORCE

The USMS requires a professional workforce to accomplish its complex and varied mission. The USMS workforce consists of approximately 5,300 employees, 74 percent of which are law enforcement. Professional, administrative, and technical functions provide the necessary foundation to achieve the USMS Strategic Goals and Objectives, execute the mission, and manage a diverse workforce. The USMS continues to assess organizational and business structures, evaluate the workforce composition, and ensure the right people with the required skill sets are in the right locations.

### **Strategic Objective: Develop workforce competencies that meet the current and future needs of the Agency**

The USMS will refine the Agency's capabilities by identifying the competencies and the resultant career paths to meet current and future mission requirements and ensure that a process is in place to select and promote the most qualified candidates.

#### **Implement innovative hiring tools to assess and refine the selection and promotion processes to ensure positions are filled with the most qualified candidates**

**Refining promotion processes:** During FY 2016, the USMS developed a new merit promotion assessment for the GS-1811-13 criminal investigator position. This new tool provides a significant shift from traditional candidate evaluations based on past experience, to a forward-looking assessment of core competencies that are indicative of future success. At the USMS, the GS-1811-13 position is a mission-critical position that consists of technical experts and first-level supervisors for law enforcement positions. It serves as the primary pool for future Agency managers and executives, and as such, the selection process for this position is key to the current and future success of the Agency. Full implementation of the new assessment is planned for FY 2017.

**Reducing hiring costs:** A strong interest in federal law enforcement means that the ratio of DUSM hires to applicants is very small, resulting in an extremely high cost per hire for the Agency. Throughout FY 2016, the USMS partnered with the Office of Personnel Management to identify and execute a successful mix of hiring strategies that lower hiring costs. For example, the Agency limited the time vacancy announcements were posted and targeted specific geographic locations and hiring pools to reduce costs while still meeting its hiring targets. In addition, the USMS automated the DUSM exam and offered it online during the application phase to streamline the hiring process. These solutions are providing the candidate pool to fill DUSM position classes in FY 2017 and reducing the time to identify applicants and initiate the background screening process by up to 40 percent.

**Develop a physical readiness program** The USMS implemented a comprehensive DUSM fitness performance standard that measures applicants and incumbents physical abilities related to a job task analysis. This fitness performance standard is designed to directly link the fitness test with the job tasks required of DUSMs. The fitness test consists of the Physical Ability Test (PAT) and a Physical Fitness Test Battery that is a predictive measure of performance on the PAT. The PAT is a reasonable representation of the ability to perform the critical and essential physical requirements of a DUSM.

## MISSION: TRAINING AND DEVELOPMENT OPPORTUNITIES

A comprehensive training plan is an integral component for an organization to promote and ensure professionalism, accountability, and promote innovation. Through training, the USMS is able to address the needs of the organization and the needs of its personnel. The USMS strives to identify needs of employees and develop mechanisms to provide critical training, within the budget and resource constraints that exist in today's workplace.

**Strategic Objective: Establish the Training Division as a Training Center of Excellence to further the advancement and standardization of USMS core competencies through a unified learning architecture**

The USMS will centralize training to ensure the Agency's strategic approach to develop workforce competencies is achieved.

### Increase timely, cost-effective training opportunities for all employees

In FY 2016, the USMS implemented a formalized process for building distance learning programs. As part of this program, the USMS identified learning needs, ensured application of governmental regulatory requirements, and implemented SOPs that promote a baseline method of training development and curriculum management. The USMS promotes distance learning as a key tool for effective program management and enhancing service delivery. This training structure, as opposed to the traditional onsite training method, reduces travel expenses and the cost of training materials such as handouts, binders, and supplies. Distance learning ensures that employees can remain compliant and/or certified with job requirements and be unaffected by funding limitations, schedule conflicts, or course availability. Distance learning also provides opportunities for employees assigned collateral duties and additional responsibilities to acquire the knowledge and skills they need to fulfill their roles. Program offices are able to easily update or modify training to accommodate new information, retain consistency, and standardize information. Automation of the business process improves record keeping and monitoring of employee compliance. To date, the program has developed or updated 18 courses on such topics as civil rights and civil liberties, cyber security awareness, construction management, personnel recovery, and tactical radio training.

**Enhance and formalize educational services** The USMS is committed to the professional development of employees throughout the Agency. Professional development courses provide all USMS staff the opportunity to improve their leadership and management skill sets. These courses include: Chiefs Development Program; Supervisor Leadership Development; Adjunct Instructor Training Program; Implicit Bias Training; National Management Training; Pre-Retirement Webinars; Public Affairs Officer Program; and other external professional development opportunities. Also, during FY 2016, with support from the Office of Personnel Management, the USMS expanded its educational partnerships with six additional accredited universities to provide more degree opportunities for all Agency employees nationwide.

### TRAINING ACADEMY RE-ACCREDITATION

In FY 2016, the USMS Training Academy participated in a re-accreditation process following its initial 2012 accreditation. The accreditation process is a method of assurance for identifying training needs, development, implementation and review. The replication of this process provides integrity to the training process, ensures that Agency training goals are consistently met and enhances public trust.

The USMS followed the Federal Law Enforcement Training Accreditation model for accreditation and completed the following activities for re-accreditation: conducted seven Curriculum Review Committees/ Curriculum Development Committees; reviewed 29 lesson plans; and completed 3 Level II surveys.

**Enhance the Training Division organizational structure and functionality to support sustainment of an accredited training academy**

**Training Academy Redesign:** As part of an initial step in this multi-phase redesign project, the USMS reviewed division staffing, competencies, processes, and SOPs. Through interviews and surveys with Training Division personnel and the identification of benchmark data from other law enforcement academies, the USMS identified gaps in program areas and identified best practices for law enforcement training academies. The review produced a set of recommendations for restructuring the USMS Training Division to include enhancements that are required to sustain training programs, academy accreditation, and ongoing strategies for keeping Agency personnel safe.

**Conference Approval Program:** The USMS refined the Conference Approval Program in support of DOJ Policy Statement on Planning, Approving, Attending, and Reporting Conferences (PS 1400.01). The conference request form was streamlined and reporting requirements enhanced. As a result, the review time for standard requests has decreased and all requests are reviewed and approved real-time even though requests increased by 25 percent. The reengineered process ensures training resources are effectively distributed to meet the training needs of the Agency.

**Enhance partnerships and standardize international training** In FY 2016, the USMS completed significant work to formalize its international program. This program is designed to more effectively respond to increasing training requests from other agencies and foreign governments and deliver the highest level of training possible. As a result of changes made in FY 2016, the program now centrally manages all international training; develops and standardizes consistent training programs through an International Training Committee; implements an international conduct policy; and tracks all international training requests. The streamlined approval process captures costs associated with providing international assistance and provides USMS leadership visibility into all international training requests.

<b>PROVIDING INTERNATIONAL TRAINING ASSISTANCE:</b>	<b>In FY 2016, the USMS provided training assistance to 18 countries. As part of this assistance, the Agency hosted 35 international courses, providing training to 345 foreign officers in Mexico, and 398 foreign officers in Colombia.</b>
---	---



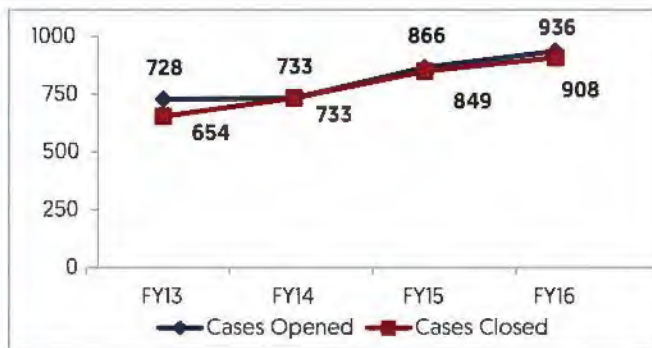
## MISSION: PROGRAM ASSESSMENT

The Office of Professional Responsibility ensures accountability and integrity of USMS programs, personnel, and financial activities. The office comprises Internal Affairs, Compliance Review, and Discipline Management. Internal Affairs ensures all allegations of misconduct and integrity violations are analyzed and investigated in compliance with criminal and civil law as well as DOJ and USMS policies and procedures. Discipline Management ensures USMS management and discipline officials have effective advice and guidance on sound and impartial proposals and decisions related to employee misconduct and adverse actions. Compliance Review conducts examinations of USMS districts, divisions and individual program areas to ensure components are performing within established USMS and DOJ policies and procedures.

The core mission of the USMS Compliance Review program is to provide independent, objective assessments of USMS program activities. The program provides critical support for USMS Strategic Objectives by executing a systematic, disciplined approach to the evaluation and improvement of risk management processes, efficiency of operations, and governance. The program is the USMS's key internal control mechanism for all operational and administrative programs. The program provides the USMS management with trend analyses, observations, and recommendations aggregated from the successful execution of the district and division program review, the Office of Management and Budget Circular A-123 Management's Responsibility for Enterprise Risk Management and Internal Control program, and the external audit liaison function.

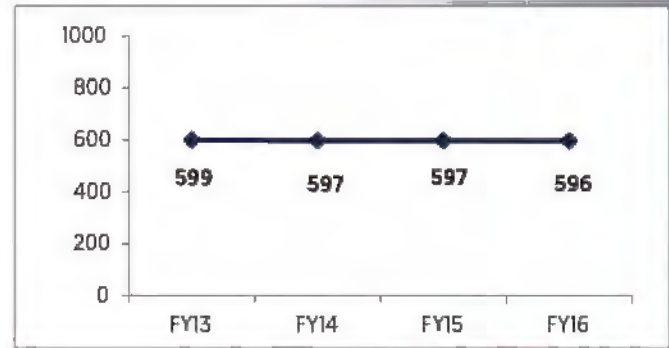
**MISSION PROGRAM DATA**

**Figure 18 – Internal Affairs Caseload**



In FY2016, the USMS opened 936 Internal Affairs misconduct investigations and closed 908 misconduct investigations. Of the cases closed, 146 were referred to centralized USMS Proposing and Deciding Officials for disciplinary action, while 214 cases were referred to district/division management for disciplinary action.

**Figure 19 – Use of Force**



In FY 2016, the USMS recorded 596 Use of Force affidavits, each of which was reviewed by Internal Affairs to ensure the force deployed complied with USMS policy.

### Strategic Objective: Increase productivity, accountability, and compliance by refining employee management practices

The USMS will ensure an efficient employee performance management system including clear performance work plans, a comprehensive and effective compliance review process, and an equitably administered disciplinary process.

#### Refine the discipline process to ensure timely resolution and equitable implementation of disciplinary measures

**Refinement of Discipline Management Processes and Performance:** In FY 2016, the USMS took proactive steps to improve efficiency and effectiveness in addressing employee disciplinary matters. The USMS facilitated training for discipline stakeholders with the Federal Employee Law Training Group in order to enhance understanding of accountability tools and improve the overall quality of the discipline process.

The USMS also worked to streamline the discipline process by shortening proposal and decision letters, reply extensions, and overall case processing time. By accelerating the adjudication process, sharpening the focus of disciplinary guidance, and gravitating toward a progressive disciplinary spectrum, the USMS continues to strengthen the commitment to a professional workforce.

**Internal Affairs Performance:** It is imperative that the USMS maintain a high level of integrity to ensure the trust of the American people. The USMS will conduct impartial and transparent investigations and reviews of all allegations of misconduct by an employee, task force officer, contractor, or affiliate. The Office of Professional Responsibility maximizes efficiency and strives for timely resolution of all internal affairs matters by referring severe and substantiated misconduct to discipline officials serving the Office of the Director and directing minor matters to local agency leadership within districts and divisions. In FY 2016, the USMS closed more misconduct cases than in any prior year.

**A BETTER PROCESS FOR ACHIEVING COMPLIANCE: RISK-BASED REVIEW**

The USMS implemented a risk-based review process to allow quick and clear identification of problem areas. The flexibility of the program to conduct follow-up reviews builds a partnership between Compliance Review and district personnel, and creates a constructive environment to affect reform. This review structure and relationship allows districts/divisions to anticipate problems and work proactively with the USMS Compliance Review office to adopt best practices. The FY 2016 experience demonstrated the revamped review process allows a district in turmoil to rebound quickly and epitomize the expected standards of operation.

# GOAL 6: INFRASTRUCTURE DEVELOPMENT

DEVELOP A STRONG AND EFFICIENT OPERATING INFRASTRUCTURE BY MODERNIZING BUSINESS PROCESSES AND SYSTEMS



In providing for its infrastructure development missions, the U.S. Marshals Service focuses on three activities: financial management modernization and compliance, modernization of systems and technology, and facilities and fleet management.

To achieve the Agency's goal of infrastructure development, the USMS identified a number of applicable objectives and supporting strategies. In FY 2016, the USMS focused its resources on the following objectives:

- Enhance ability to obtain and manage resources supporting the USMS strategic mission requirements and strengthen audit processes to comply with budgetary and financial management requirements.
- Address the complexities of Human Resource management in the federal environment.
- Leverage technology, modernize business processes, and drive Agency performance.
- Enable the transition to a mobile workforce to maintain efficiency and effectiveness from anywhere.
- Implement an Enterprise Data Strategy to strengthen the capability to capture, manage, analyze, and share data internally and externally.
- Elevate the secure environment of USMS facilities while ensuring equitable distribution of resources.

## MISSION: FINANCIAL MANAGEMENT MODERNIZATION AND COMPLIANCE

The USMS's financial management encompasses budget formulation and execution, financial and accounting services, financial systems management and oversight, accuracy of financial statements, audit coordination, and procurement activities and compliance.

### **Strategic Objective: Enhance our ability to obtain and manage resources supporting the USMS strategic mission requirements and strengthen audit processes to comply with budgetary and financial management requirements**

The USMS will reengineer the budget and financial business structure and practices to allow the USMS to achieve an unqualified opinion without material weaknesses or significant deficiencies. The USMS will continue to further compliance with a systemic approach to meet evolving resource management requirements and federal financial management standards.

### **Reengineer formulation processes to align out-year budgets with Strategic Plan objectives and changes in the environment**

**Garnering support for the USMS's President's Budget Request:** The USMS continued implementation of the Strategic Performance Management System, aligning budget requests, mission execution and performance measures with the USMS and DOJ Strategic Plans, proved essential in obtaining DOJ support and Office of Management and Budget endorsement of its FY 2017 President's Budget request. This request sought \$58.6 million in program increases for the USMS. This funding provided the resources necessary for the USMS to maintain and enhance its core functions and increase funding in priority areas, such as enhancing public and officer safety; increasing pursuit efforts against sex offenders who do not comply with release terms; protecting systems from cyber threats by establishing a strong information technology network; and enhancing mission critical operational and information technology infrastructure.

**Funding the International Megan's Law:** The USMS successfully garnered support from Congressional Appropriations Committees to satisfy the new mandates of the International Megan's Law. Both committees in the U.S. Senate and U.S. House of Representatives included the full request, \$7.9 million, to cover first year costs of 22 administrative positions, 23 DUSMs, one attorney and \$10.2 million in subsequent years for salaries, training, replacement equipment and maintenance, and other operational costs.

**Securing additional funding for additional responsibilities:** The USMS submitted a robust, compelling justification which resulted in securing \$2.7 million of additional funding from the DOJ Working Capital Fund to support modernization of mission critical technology. These supplemental resources ensured the USMS could direct resources to hiring DUSMs which was supported by the DAG. The USMS also secured \$500,000 of additional funding from the DOJ for Operation VR<sup>12</sup>, a violence reduction effort in 12 core cities across the United States.

### **Reengineer execution and accounting structures and processes to improve management and oversight**

**Austin Processing Center:** The Center increased financial processing rates by 14 percent during FY 2016. With the increased use of this centralized financial center, the USMS reaps significant benefits from the efficiencies, the economies of scale, and the standardized business processes and controls provided by the Center.

<b>AUSTIN PROCESSING CENTER: PROVIDING FINANCIAL AND PROCUREMENT SUPPORT TO USMS DISTRICTS:</b>	<p>In May of 2013, the USMS stood up the Austin Processing Center to provide financial and procurement support to the Agency’s district offices. The Agency implemented this initiative to allow the field offices to better use their resources in managing individual activities. Additionally, the presence of the Center allowed the Agency to hire focused resources in support of these specialized areas to improve audit readiness and ensure consistency of process throughout the organization.</p>
---	---

**Financial management dashboard:** The USMS introduced a financial management dashboard for headquarters divisions in FY 2016. Given the significant amount of Agency resources allocated to headquarters, this tool was designed to provide division leadership with high-level metrics on their financial management performance each month as well as a mechanism for drilling down to the transaction detail to determine the underlying causes of anomalies and assist with remediating issues.

<b>BEST FINANCIAL REPORTING IN THE DOJ:</b>	<p>The USMS leads the DOJ with the least amount of reporting errors related to intra-governmental transactions for which the Treasury and the Office of the Inspector General actively monitor. As of FY 2016, there are 10 financial reporting components in the DOJ, and the USMS was rated the best.</p>
---	---

**Reengineer procurement structure and processes to better support the USMS mission and improve audits, realize cost savings, and streamline business processes**

**Federal Acquisition Certification - Contracting:** USMS achieved 100 percent compliance with Office of Federal Procurement Policy (OFPP) reform for civilian agencies to assign procurement warrant authority to individuals who have been appropriately certified under the Federal Acquisition Certification-Contracting program. OFPP mandated that all civilian agencies begin using these new requirements as of October 1, 2014 and granted a two-year grace period to agencies unable to be compliant by the start of FY 2015. The USMS analyzed all warrant holders and their ability to meet the updated requirements, coordinated classroom training sessions, and completed all related work in the Federal Acquisition Institute Training Application System, the official holder for all certifications used by civilian agencies as mandated by OFPP. Additionally, the Agency deployed a robust messaging campaign to ensure all stakeholders were aware of the changes and the way forward to include individual warrant holders, their supervisors, and other related management team members.

**District procurement support:** In FY 2016, the Procurement Austin Processing Center increased the number of completed actions in support of the participating offices by over 300 percent from the previous year. This included new contract actions and modifications to existing contracts. By supporting these actions, districts could use their limited resources on other mission activities.

**PROCUREMENT POLICY COMPLIANCE:**

The USMS is the only DOJ component agency to be fully compliant with the Office of Procurement Policy changes as of October 1, 2016.

**Successfully transition to DOJ's Unified Financial Management System**

**Leadership in the Financial Management Arena:** The USMS successfully upgraded to the Unified Financial Management System version 2.3. This substantial effort spanned seven months and impacted personnel in each of the 94 districts, as well as the administrative staff at headquarters.

This successful implementation reinforced the USMS as a recognized leader in financial management within the DOJ. This is evidenced by the fact that in FY 2016, the USMS was added to the DOJ consolidated audit effort. As a result, the Agency no longer prepares standalone financial statements, the number of audit samples has decreased, and the costs associated with the audit have and will continue to decrease.

The USMS currently is the only DOJ component with no Notices of Findings and Recommendations issued for the FY 2016 audit. In FY 2016, the USMS also successfully closed two prior year Notices of Findings and Recommendations. Moreover, for the first time in 20 years, the financial auditors with the Office of the Inspector General did not schedule any site visits for USMS districts or headquarters divisions, but instead relied on the internal controls put in place by Agency management.

**Establish financial processes and systems to address evolving requirements and reporting needs**

**Reengineering internal financial processes:** The USMS, in response to the Department of Treasury's comprehensive modernization program, successfully reengineered its internal financial processes. The USMS not only accomplished the reporting in a new electronic format under the Government-wide Treasury Account Symbol Adjusted Trial Balance System ahead of schedule, but successfully became a full Central Accounting Reporting System reporter for cash disbursements in FY 2016. Furthermore, because of the USMS success with embracing new technology, the Agency recently initiated a pilot of the next new Treasury initiative for the DOJ, electronic vendor invoicing, at the request of the DOJ.

**Ensuring the delivery of mobile payments for confidential informants:** In FY 2016, the USMS successfully transitioned the Non-Traditional Alternative Payments pilot program to the standard payment process for confidential informants throughout the Agency. Use of these mobile payments reduces the Agency's issuance of paper checks thereby eliminating risk of loss associated with manual checks.

## MISSION: MODERNIZATION OF TECHNOLOGY, SYSTEMS, AND BUSINESS PROCESSES

The USMS must address the dual challenge of supporting legacy systems that lack necessary capabilities and acquiring technology solutions to deliver effective and efficient capabilities. Central to this effort is aligning with best practices and ensuring compliance with federal mandates.

### Strategic Objective: Address the complexities of Human Resource management in the federal environment

The USMS Human Resources Division will be structured and staffed to meet the demands of managing the complexities of human capital in today's federal government.

#### Evaluating current Human Resources functions and emerging needs

**Improving efficiency – and hiring:** As a critical and time-intensive first step in a multi-stage process of system modernization, USMS conducted a business process analysis (BPA) of its hiring and staffing functions. Current hiring and staffing processes use legacy applications and databases and lack full automation. This often requires double or triple data entry to complete the human resource action and to capture the data needed for workforce and program data analysis. This BPA mapped the current processes for hiring and staffing for the spectrum of USMS positions from entry level to Senior Executive Service. It also identified opportunities for improving efficiency and reducing challenges associated with hiring and staffing. Based on these findings, the Agency is now poised to design and implement action plans to improve these processes, to include automation of key processes.

**BUSINESS PROCESS ANALYSIS: A TOOL FOR SYSTEM MODERNIZATION**

A business process analysis helps define current work processes and identify options for streamlining the process and inserting controls to reduce risks. It concludes with the design of an ideal process which the organization can use moving forward to guide automation, control risk, make quick fixes and implement long-term solutions.

**Improving transparency – and recognition:** The Agency completed a BPA of its awards program to identify optimal methods for the management of the approval process and tools that can be shared across award types. The awards program aims to recognize and reward employees who perform in an exemplary manner, make significant contributions to the efficiency and effectiveness of government operations, achieve a significant reduction in paperwork, or perform a special act in the public interest in connection with their duties. The USMS awards process covers a wide range of awards, such as performance awards, USMS Director's awards, and external awards from the Department of Justice and other organizations. The completed BPA identifies each step in the awards nomination, review, and data entry process and provides a roadmap that can be used to streamline and automate the process. These changes will help control for risks, improve compliance, and provide transparency into the process. The transparency for managers is key because it allows a manager to know ahead of time that the award is approved and has been keyed to appear in the employee's file so a manager can use the award appropriately.

### Strategic Objective: Leverage technology, modernize business processes, and drive Agency performance

The USMS will improve data capabilities to provide timely, integrated information for USMS, federal, state, and local law enforcement.

**Enhance or replace outdated USMS legacy systems with modern, compliant solutions that better enable effective business processes**

**Improving ethics awareness:** The USMS improved its ability to manage financial disclosures and ethics training by streamlining its ethics awareness processes. Through a BPA and a business case analysis, the USMS identified and implemented an online training portal to provide ethics training for new employees, manage annual acknowledgement for all employees, and provide training on the Office of Government Ethics 450 financial disclosure form; developed a new form for foreign gifts reporting; and automated the Office of Government Ethics 450 filing process. These process improvements and efficiencies resulted in a workload reduction of approximately 400 hours and nearly \$20,000 annual cost savings.

**Reducing policy processing time:** The USMS made significant progress in FY 2016 to increase its efficiency in reviewing policies and reducing policy processing time. The Agency made changes in workflows, simultaneous reviews, and improved policy tracking and updated standard operating procedures. The USMS established a new policy review and expiration date model and made policy tracking information accessible Agency-wide. Policy processing time was reduced by 11 percent, policies requiring updates were reduced by 22 percent, and completed policies were increased by 40 percent.

**Improve IT operating cost efficiency through technology, procurement practices, and strategic sourcing**

The USMS performed an enterprise telephone assessment and realized a cost savings of over \$1 million over the last two years by eliminating unused phone lines and circuits, engaging in on-going telephone contract realignment activities, and making informed decisions regarding desk phone configuration at each USMS location. The USMS has institutionalized district phone service models, tools, and SOPs in an effort to provide continuous improvement to realize cost efficiencies through technology procurement practices and strategic sourcing.

**Strategic Objective: Enable the transition to a mobile workforce to maintain efficiency and effectiveness from anywhere**

The USMS will address the requirement for supporting a location independent workforce to meet the needs of our highly mobile workforce and comply with the Office of Management and Budget and federal mandates to promote teleworking.

**Identify the right number and mix of devices to meet specific workforce requirements** In FY 2016, the USMS successfully transitioned 5,000+ Blackberry users to a combined solution of AirWatch's Mobile Device Management with Apple's iPhone. The diversity and complexity of the USMS's mission demands its workforce be highly mobile. The USMS's prior mobile device posture (Blackberry products) and its legacy mission applications limited workforce productivity and situational awareness. A business case analysis was performed to identify the most cost beneficial device that enhances the USMS's mobile device footprint. The USMS's workforce is now fully equipped with top-of-the-line smartphone technology, providing its personnel with improved information sharing benefits as well as access to third-party and/or custom applications.

**Strategic Objective: Implement an Enterprise Data Strategy to strengthen the capability to capture, manage, analyze, and share data internally and externally**

The USMS will improve data management, retrieval, and reporting capabilities to provide timely, integrated information to USMS, federal, state, and local law enforcement. The USMS will improve its ability to discover information, generate knowledge, and move the Agency toward systems that provide integrated, seamless, reliable, and readily available access to relevant data.

**Identify and implement a procurement strategy (Phase II)** The USMS has two primary systems that need to be modernized. Rather than creating two new systems, the USMS used agile methods and a



commercial off-the-shelf business process automation platform to integrate and automate key business processes into a unified system for the entire Agency. To procure a solution, the USMS teamed with the GSA's Federal Systems Integration and Management Center to release a Request for Information and a Request for Proposal to the vendor community via the Alliant Large Business Government Wide Acquisition Contract. In June 2016, the USMS Mission Modernization contract was awarded which will allow the USMS to implement new business processes and technology across the Agency.

**Implement the suite of tools and processes (Phase III)** In FY 2016, the USMS began to develop a data governance structure to define data standards, policy, and quality control mechanisms for the Agency. As a pilot project to inform this governance framework, the USMS reviewed its facilities data to develop and implement facilities' data standards. For this project, the Agency compared publicly available facilities data to USMS internal data sources, identified common data, and prepared an authoritative listing of all facilities used by the USMS. This listing also serves as the inventory of the data elements, along with enhanced metadata, used to describe and/or identify each facility. The USMS then developed a classification system of elements that define a facility and adopted the National Information Exchange Model standards as part of standard acceptance. These common and specific standards contain documented descriptions of data element and type defining origin, construct, and use. Further governance will be implemented when determining how the authoritative list, classification, and standards will be maintained and their integrity protected.

## MISSION: FACILITIES AND FLEET MANAGEMENT

The USMS established facility and fleet management programs to enhance the security and reliability of Agency resources and ensure compliance with regulatory requirements.

### Strategic Objective: Elevate the secure environment of USMS facilities while ensuring equitable distribution of resources

The USMS will renovate or modify USMS-controlled space and replace electronic security devices to meet security standards in order to maintain the safety and security of judicial officials, courtroom participants, the public, USMS personnel, and prisoners.

#### Assess the Agency skill set necessary for effective management of facilities to include internal and external coordination

**Improving delivery of facilities management training:** In FY 2016, the USMS offered approximately 15 distance learning opportunities to USMS employees in the areas of property management, records keeping, construction management and Occupational Safety and Health Association (OSHA). Distance training is used in every USMS facilities management program office. This has resulted in a significant increase in program transparency and knowledge of the vital role USMS employees play in health and safety, records management, vehicle accountability, and facility renovations. The USMS continued to increase distance learning opportunities to employees around the nation. This training solution provided operational, administrative and contract employees with a direct, flexible, and easy-to-use method to take the necessary facilities management training to do their jobs.

**Strengthening Construction and Security Projects:** The USMS launched the “USMS Field Personnel On-site Guide to Construction and Security Projects” training module to provide district personnel the necessary information related to planning, monitoring, and interacting with the USMS Office of Construction Management and GSA personnel during a courthouse construction project. The training also provides districts with information on how to properly request changes to projects, as unauthorized changes can dramatically alter project scope, schedule, and costs and result in noncompliance with USMS policies. In FY 2016, 106 USMS staff participated in this training via distance learning.

#### Develop and implement a plan to reduce the Agency’s space footprint

**Relocating USMS Headquarters:** In FY 2016, the USMS began moving into its new headquarters building

Table 6 – Facilities management distance learning course

Facilities Management Distance Learning Courses	# Trained
Basic Records Management Awareness For Everyone	57
OSHA 300 Injury & Illness Recordkeeping	157
USMS Field Personnel On-Site Guide to Construction and Security Projects	221
USMS Property Officer Training	82
Property and Asset Control Enterprise Solution	182
OSHA 300 Record Keeping	3
First Aid Basics	193
Fire Extinguisher Safety	191
Hearing Conservation	1,790
Bloodborne Pathogens	2,929
Lead Poisoning Awareness	1,704
Respiratory Protection	3,264
Hazard Communication	190
OSHA Supervisor and Managers Training	28
Heat Illness	565

located in Arlington, Virginia. With the Presidential Directive for all Federal Agencies to reduce their footprints, moving to a new location with a smaller square footage reduced the USMS's footprint and consolidated the offices in a more central location. As a result of this move, all of the nearly 1,200 USMS employees and contractors from 20 divisions and staff offices will be located under one roof. The relocation of the USMS headquarters buildings has resulted in a reduction of nearly 50,000 square feet of office space. It is estimated that the USMS will realize more than \$144 million in cost avoidance over the term of the lease.

**Meeting stakeholders' security needs:** The consolidation of all headquarters offices in one building offered challenges to satisfy diverse security needs and opportunities to eliminate duplication, leverage new technologies, and reduce security costs. The USMS developed a comprehensive security strategy that met the security requirements of a USMS workforce that included administrative, executive, and operational personnel across 13 USMS divisions, each with its own unique requirements. The Agency enlisted the expertise of its operational staff to participate in a security working group to assist the Headquarters Relocation Team and the Team's Security Committee. The working group used Interagency Security Committee standards to assess risks and determine the appropriate risk level and proposed mitigations to the Security Committee.

**Reducing the Agency's file footprint:** The USMS created and implemented a records reduction plan to downsize the amount of physically stored files and the furniture and property items used in the new headquarters. The Agency virtually eliminated the need for document filing space in some offices, and transferred approximately 413 boxes of records to the National Archives and Records Administration and disposed of 2,790 cubic feet of records. The USMS excessed 953 accountable and nonaccountable property items, transferred 2,480 pieces of furniture, and reused 244 pieces of furniture.

### FY 2014-16 ENACTED RESOURCES BY USMS STRATEGIC GOAL

Dollar amounts are in the thousands [000s]

[ ] = Funding sources

S&E = Salaries & Expenses

**Goal 1:**

<b>STRATEGIC GOAL 1</b> Judicial and Courthouse Security [S&E] Protection of Witnesses [S&E] Construction [Construction]	2014 Enacted			2015 Enacted			2016 Enacted		
Comparison by activity and program	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Judicial and Courthouse Security	1,673	1,510	356,951	1,673	1,510	359,963	1,673	1,380	370,681
Protection of Witnesses	153	141	32,644	153	141	32,919	153	107	33,900
<b>Total Enacted - S&amp;E</b>	<b>1,826</b>	<b>1,651</b>	<b>389,595</b>	<b>1,826</b>	<b>1,651</b>	<b>392,882</b>	<b>1,826</b>	<b>1,487</b>	<b>404,581</b>
Reimbursable FTE		18			18			19	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>1,826</b>	<b>1,669</b>	<b>389,595</b>	<b>1,826</b>	<b>1,669</b>	<b>392,882</b>	<b>1,826</b>	<b>1,506</b>	<b>404,581</b>
Construction	0	0	9,793	0	0	9,800	0	0	15,000
<b>Grand Total Enacted - S&amp;E and Construction</b>	<b>1,826</b>	<b>1,669</b>	<b>399,388</b>	<b>1,826</b>	<b>1,669</b>	<b>402,682</b>	<b>1,826</b>	<b>1,506</b>	<b>419,581</b>

**Goal 2:**

<b>STRATEGIC GOAL 2</b> Fugitive Apprehension [S&E]	2014 Enacted			2015 Enacted			2016 Enacted		
Comparison by activity and program	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Fugitive Apprehension	1,301	1,186	277,581	1,301	1,186	279,923	1,301	1,214	288,258
<b>Total Enacted - S&amp;E</b>	<b>1,301</b>	<b>1,186</b>	<b>277,581</b>	<b>1,301</b>	<b>1,186</b>	<b>279,923</b>	<b>1,301</b>	<b>1,214</b>	<b>288,258</b>
Reimbursable FTE		115			115			99	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>1,301</b>	<b>1,301</b>	<b>277,581</b>	<b>1,301</b>	<b>1,301</b>	<b>279,923</b>	<b>1,301</b>	<b>1,313</b>	<b>288,258</b>

**Goal 3:**

<b>STRATEGIC GOAL 3</b> Prisoner Security & Transportation (S&E) Detention Services (FPD) Justice Prisoner and Transportation System (JPATS)	2014 Enacted			2015 Enacted			2016 Enacted		
	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Comparison by activity and program									
Prisoner Security and Transportation	878	819	187,330	878	819	188,911	878	756	194,535
<b>Total Enacted - S&amp;E</b>	<b>878</b>	<b>819</b>	<b>187,330</b>	<b>878</b>	<b>819</b>	<b>188,911</b>	<b>878</b>	<b>756</b>	<b>194,535</b>
Reimbursable FTE		0			0			0	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>878</b>	<b>819</b>	<b>187,330</b>	<b>878</b>	<b>819</b>	<b>188,911</b>	<b>878</b>	<b>756</b>	<b>194,535</b>
Detention Services	17	17	1,533,000	17	17	1,473,307	19	19	1,258,440
<b>Grand Total Enacted - S&amp;E and FPD</b>	<b>895</b>	<b>836</b>	<b>1,720,330</b>	<b>895</b>	<b>836</b>	<b>1,662,218</b>	<b>897</b>	<b>775</b>	<b>1,452,975</b>
JPATS	123	95	58,578	123	95	49,603	123	107	52,916
<b>Total Operating (President's Budget) Level - JPATS</b>	<b>123</b>	<b>95</b>	<b>58,578</b>	<b>123</b>	<b>95</b>	<b>49,603</b>	<b>123</b>	<b>107</b>	<b>52,916</b>
Actual Operating Level - JPATS	123	95	44,378	123	95	47,296	123	107	

**Goal 4:**

<b>STRATEGIC GOAL 4</b> Tactical Operations (S&E)	2014 Enacted			2015 Enacted			2016 Enacted		
	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Comparison by activity and program									
Tactical Operations	129	120	27,523	129	120	27,756	129	133	28,582
<b>Total Enacted - S&amp;E</b>	<b>129</b>	<b>120</b>	<b>27,523</b>	<b>129</b>	<b>120</b>	<b>27,756</b>	<b>129</b>	<b>133</b>	<b>28,582</b>
Reimbursable FTE		36			36			36	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>129</b>	<b>156</b>	<b>27,523</b>	<b>129</b>	<b>156</b>	<b>27,756</b>	<b>129</b>	<b>169</b>	<b>28,582</b>

**Goals 5&6:**

<b>STRATEGIC GOAL 5&amp;6</b> All S&E Decision Units (S&E)	2014 Enacted			2015 Enacted			2016 Enacted		
	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Comparison by activity and program									
Judicial and Courthouse Security	549	532	101,475	549	532	118,123	549	500	121,640
Fugitive Apprehension	443	416	121,772	443	416	95,316	443	435	98,154
Prisoner Security and Transportation	326	287	64,225	326	287	70,142	326	271	72,231
Protection of Witnesses	54	49	2,755	54	49	11,619	54	39	11,965
Tactical Operations	48	43	12,744	48	43	10,328	48	41	10,635
<b>Total Enacted - S&amp;E</b>	<b>1,420</b>	<b>1,327</b>	<b>302,971</b>	<b>1,420</b>	<b>1,327</b>	<b>305,528</b>	<b>1,420</b>	<b>1,286</b>	<b>314,625</b>
Reimbursable FTE		256			256			256	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>1,420</b>	<b>1,583</b>	<b>302,971</b>	<b>1,420</b>	<b>1,583</b>	<b>305,528</b>	<b>1,420</b>	<b>1,542</b>	<b>314,625</b>

## ACRONYM LIST

ADP	Average Daily Population
AED	Automatic Electronic Defibrillator
AFP	Asset Forfeiture Program
AWA	Adam Walsh Child Protection and Safety Act
BDUSM	Basic Deputy U.S. Marshal
BOP	Bureau of Prisons
BPA [1]	Business Process Analysis
BPA [2]	Blanket Purchase Agreement
COOP	Continuity of Operations Program
CSO	Court Security Officer
DAG	Deputy Attorney General
DHS	Department of Homeland Security
DOD	Department of Defense
DOJ	Department of Justice
DOS	Department of State
DUSM	Deputy U.S. Marshal
FBI	Federal Bureau of Investigation
GSA	General Services Administration
HRFA	High-risk fugitive apprehension
IGA	Intergovernmental Agreement
INTERPOL	International Criminal Police Organization
IS-BAO	International Standards-Business Aviation Operations
JPATS	Justice Prisoner and Alien Transportation System
MOU	Memorandum of Understanding
NCMEC	National Center for Missing and Exploited Children
OCDETF	Organized Crime Drug Enforcement Task Forces
OFPP	Office of Federal Procurement Policy
OMSU	Operational Medical Support Unit
OSCAR-MS	Open Source Collection Acquisition Requirement – Management System
OSHA	Occupational Safety and Health Administration
OTAR	Over The Air Re-key
PAT	Physical Ability Test
SMART Office [DOJ]	Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking Office
S&E	Salaries And Expenses
SMS	Safety Management System
SOG	Special Operations Group
SOP	Standard Operating Procedures
VR <sup>12</sup>	Operation Violence Reduction <sup>12</sup>



**JUSTICE • INTEGRITY • SERVICE**



UNITED STATES DEPARTMENT OF JUSTICE

# UNITED STATES MARSHALS SERVICE



**GETMAM**



# 2017 ANNUAL REPORT

USMS Publication 2 (Est. 12/17)

**THIS PAGE INTENTIONALLY LEFT BLANK**



# U.S. Marshals Service Districts



2022-USMS-000040 105 of 435 Interim

## 228 YEARS PROTECTING THE FEDERAL JUDICIAL PROCESS

As the nation's first, most versatile federal law enforcement agency, the United States Marshals Service (USMS) is a force of approximately 5,200 deputies and civil servants who protect the judicial process, the cornerstone of American democracy. Across the 94 federal judicial districts, this protection is realized in each courthouse search, prisoner transport, and fugitive apprehension on a federal warrant. A diverse and accomplished staff of deputy U.S. marshals (DUSMs) and administrative personnel, led by a U.S. marshal, conduct these activities while navigating the unique historical, geographic, and legal considerations that each district presents. The agency's 228 years of experience navigating these considerations in order to protect the federal judicial process has earned the USMS the distinction of serving as the nexus for law enforcement at all levels within a judicial district.

Of primary concern to the USMS is the protection of federal judges, federal prosecutors, and court officials. Daily, district personnel assess the current threat environment of these protected officials and their work locations and secure these locations through comprehensive safety checks and patrols. When federal courts open for business, court security officers (CSOs) stand ready to screen the public entering the building. DUSM-led protective details provide an additional layer of security available at a moment's notice to federal judges and others when threats jeopardize their safety. With the support of headquarters' collection and dissemination of intelligence, tactical operations, and the coordination of witness security, USMS protection of all of these areas allows federal judges and others to focus on the complexities of the cases in front of them, rather than their own or the court's security.

The federal judiciary relies on DUSMs to transport prisoners to, and guard prisoners during, court hearings. Prisoner transport to court appearances is only one part of a complex process of housing and safeguarding federal prisoners. To ensure federal court proceedings are unaffected and a prisoner's constitutional right to a fair and speedy trial remains intact, USMS districts' and headquarters' prisoner operations, ground, and air transportation staff engage in significant planning and coordination to manage multiple external and internal constraints. A court's docket dictates the time, number, and identity of prisoners to appear. District size and availability of secure detention facilities determine the distance DUSMs and others must travel with federal prisoners. USMS policies prescribe the manner of prisoner transport and the minimum number of DUSMs who must be present in each of these activities.

In furtherance of the judicial process, DUSMs serve federal summonses and warrants and capture federal fugitives. From the arrest of a defendant out on bond to the apprehension of prison escapees, DUSMs investigate, locate, and detain the accused and the guilty to guarantee court cases proceed unimpeded and prison sentences are served. Headquarters lends its investigative assistance in these and other matters including providing leadership to districts in their efforts to recover missing children and investigate noncompliant sex offenders. Finally, the USMS is central to the Department of Justice objective to reimburse victims of crimes through the identification and seizure of assets gained from criminal activity.

USMS missions require that its personnel are always responsive to new and existing challenges. To accomplish this, the agency hires and trains its operational and administrative workforce to be adaptive and agile. In a given week, and depending on the district, a DUSM might be asked to conduct activities in support of all of the agency's missions, or a DUSM may be fully dedicated to support a single mission: provide federal judicial security, apprehend fugitives and noncompliant sex offenders, secure and transport federal prisoners, execute federal court orders, seize and manage assets forfeited to the government, and assure the safety of endangered government witnesses and their families. USMS human resources, financial, training, and IT functions provide unparalleled support to these operational missions. This administrative support allows DUSMs to focus on protecting the federal judicial process.



America's Star shines even brighter as the United States Marshals Service marks another milestone in our 228-year journey illuminated by a professional workforce, unparalleled security and recovery efforts, and sophisticated yet transparent administration. With the release of last year's Annual Report, I reflected on the Marshals Service's leadership role since 1789, through historical missions and recent investments that spurred the nation and the USMS onward. At that time, it was unknown how quickly these visionary solutions would prove crucial in assisting with a series of natural disasters impacting the Country throughout fiscal year (FY) 2017.

This year's Annual Report includes highlights of the ways in which early steps to mitigate risks to law enforcement personnel, to the witnesses and protectees under our charge, and to the public we proudly serve, allowed the USMS to assist in crisis situations, while also meeting and exceeding law enforcement objectives. Our significant strategic investments in infrastructure, training, and partnerships prepared personnel to more efficiently perform vital work while also quickly evacuating prisoners from sites affected by hurricanes, delivering much needed supplies to island residents, and providing safe haven transportation to affected personnel.

Several strategic advancements were made during FY 2017 to further our lead as a security-minded and intelligence-driven culture focused on officer safety and enhancing justice, integrity, and service. The USMS continues to build its intelligence capabilities to reinforce security of protected persons. The Agency strengthened its commitment to the protection of children by providing Agency psychologists as specialized instructors, the first of this type of instructor in the Federal Government. Detention operations were augmented through investments in information sharing and case management, contract improvements, training, and automation. The Agency's attention to financial accuracy and efficiency, as well as its willingness to embrace new technology, positions it as the leader in financial and procurement management among Department of Justice components.

Each employee of the USMS is valued for their unique contributions, and leadership actively seeks ways to empower the workforce and the organization to continue to be the standard bearers enhancing the rule of law around the world. The USMS made significant strides in ensuring its operational personnel possessed the most advanced officer safety training and equipment, as well as the proper medical and technological capabilities to support emergencies. The Agency invested in a consolidated training request management system, furthered its ability to more effectively achieve its missions by implementing competency-based hiring, and invested in the wellbeing of personnel by expanding crisis services to all employees. During this FY, our Critical Incident Response Team, one of the oldest continuing operating crisis management teams in existence and a recognized leader in its field, was awarded for making significant contributions through crisis response nationally. These constant strengthening efforts supported the Marshals Service family when faced with the tragic line-of-duty death of Deputy Commander Patrick Thomas Carothers on November 18, 2016. His heroic sacrifice only furthered our resolve to provide for the safety and wellbeing of our workforce. In fact, all of the achievements outlined below are only possible because those within our ranks, since the beginning of the Agency, are motivated to lighten a forward path, especially during times of hardship and challenge.

A handwritten signature in black ink, reading "David L. Harlow". The signature is fluid and cursive, with a large initial "D" and "H".

David L. Harlow  
Deputy Director, United States Marshals Service

Introduction ..... Following Cover Page

Message from the Deputy Director..... 1

Mission | Vision | Organizational Structure .....1

Agency Highlights..... 2

Performance by Strategic Goal.....5

    Goal 1: Protection of the Judicial Process .....5

        Judicial Protection and Courthouse Security .....6

        Witness Protection ..... 11

    Goal 2: Investigations ..... 13

        Fugitive Apprehension..... 14

        Protecting America’s Children and Communities ..... 18

        Asset Forfeiture Program ..... 20

    Goal 3: National Detention Operations..... 23

        Prisoner Security, Detention, and Care ..... 24

        Prisoner Transportation (Out of District)..... 29

    Goal 4: Safety of Law Enforcement Personnel ..... 33

        Law Enforcement Personnel Safety ..... 35

        Domestic and International Emergency Support ..... 38

    Goal 5: Professional Workforce ..... 39

        Professional Workforce ..... 40

        Training and Development Opportunities ..... 42

        Accountability and Integrity..... 43

    Goal 6: Infrastructure Development ..... 45

        Financial Management Modernization and Compliance ..... 46

        Modernization of Technology, Systems, and Business Processes..... 49

        Facilities and Fleet Management ..... 51

FY 2015-2017 Enacted Resources by Strategic Goal ..... 53

    Goal 1 Enacted Resources..... 53

    Goal 2 Enacted Resources..... 53

    Goal 3 Enacted Resources..... 54

    Goal 4 Enacted Resources..... 54

    Goals 5 & 6 Enacted Resources..... 55

Appendix: Glossary of Acronyms ..... 56

**Mission**

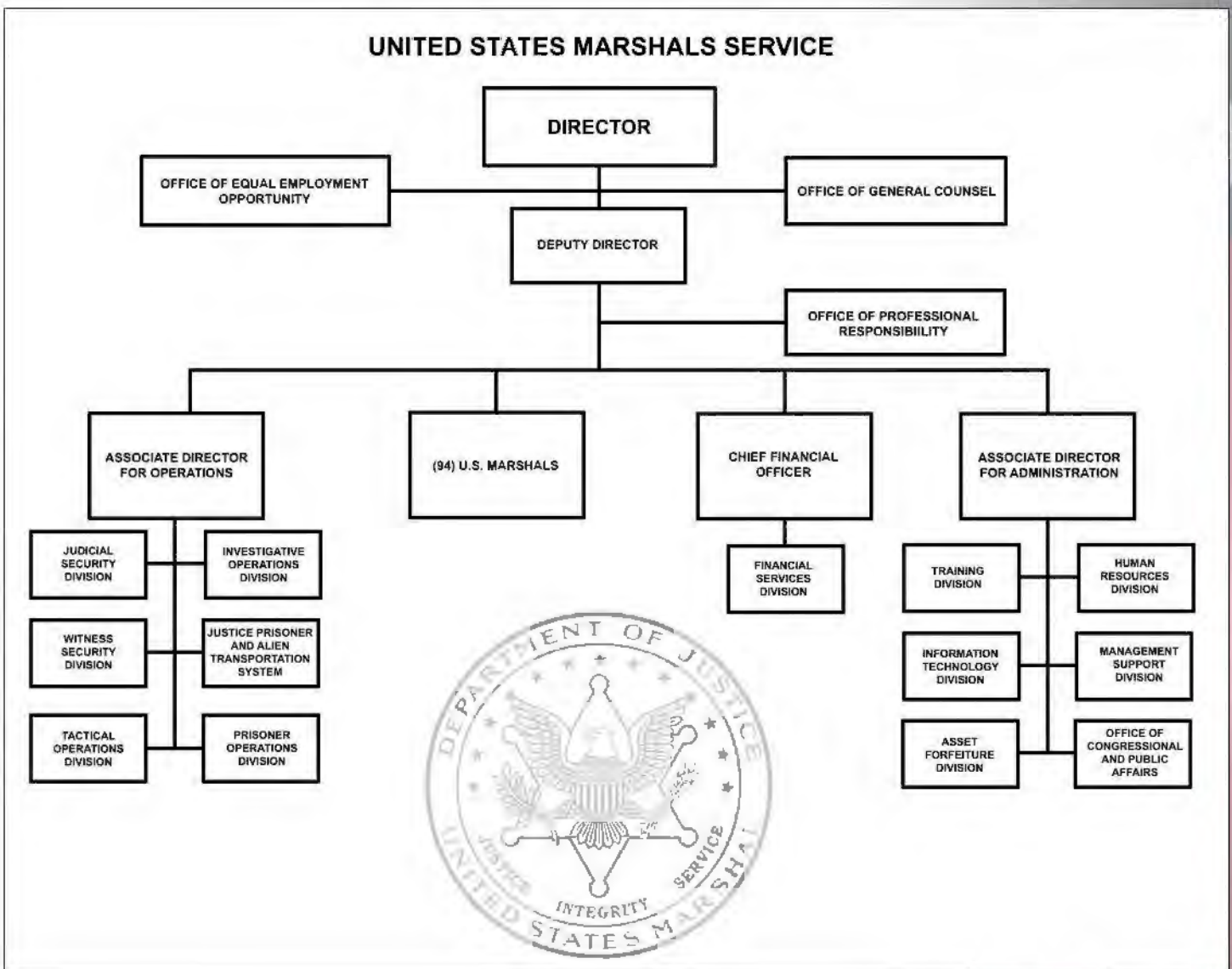
To protect, defend, and enforce the American justice system.

**Vision**

A world class law enforcement agency—unified in our mission and workforce; professional and agile, with modernized tools and capabilities; strategically building upon our status as a trusted partner by achieving the highest levels of effectiveness, efficiency, safety, and security.

**Organizational Structure**

Depicted below.



## RESPONDING TO FY 2017 NATURAL DISASTERS



**Disaster strikes** In FY 2017, U.S. Marshals Service districts in parts of the southeast, Puerto Rico, and the U.S. Virgin Islands were heavily affected by flooding and devastating winds caused by major hurricanes, including three hurricanes that consecutively made landfall in late FY 2017. Judicial and detention facilities and agency offices in affected areas were forced to close due to power outages and water or structural damage. Security and access systems were rendered inoperable.

**Mission response** Over a nine-day period in late FY 2017, the USMS evacuated 1,443 Bureau of Prisons (BOP) and USMS prisoners from affected sites to nearby districts. These prisoner evacuations increased the USMS prisoner population by more than 300 percent in one instance, and required the immediate redistribution of resources to support these transfers. Additional personnel were needed to secure and oversee prisoners and coordinate and update prisoner management systems to properly track prisoners and resources. More than 2,500 existing prisoner movement requests were placed on hold due to the redistribution of resources. These efforts closed a fiscal year that began with the evacuation of the agency's training facility that stood in Hurricane Matthew's direct path.

**Emergency response** The USMS deployed 266 personnel as part of its responsibilities under the Emergency Support Function of the Federal Emergency Management Agency. Those deployed provided force protection to urban search and rescue teams and disaster medical assistance teams, as well as supplemental assistance in the enforcement of state laws. They also led the agency's incident response and staffed its Mobile Command Centers, which served as forward deployed operational

command posts. Justice Prisoner and Alien Transport System (JPATS) transported the law enforcement personnel critical to the agency's Emergency Support Function mission.

**Employee crisis management** More than 130 employees were personally affected by the impact of these hurricanes. In support of these affected personnel, the USMS delivered more than 81,000 pounds of water and supplies, and provided safe haven transportation to dependents of USMS, BOP, and U.S. Court personnel. Human resources staff resolved issues for those affected as well as those who volunteered to support the Federal Emergency Management Agency response. Agency employees also donated leave to affected colleagues.

**Impact mitigation** Significant investments in infrastructure, training, and partnerships proved to lessen mission impact of natural disasters like those experienced in FY 2017. The USMS's strategic initiative to ensure its mobile workforce has access to networks and communications enabled personnel to continue their vital work in protecting the federal judicial process and conducting investigations. The strategic emphasis on providing timely and quality training assured relevant skills and up-to-date knowledge on agency systems and procedures and, most importantly, little downtime in initiating critical responses. Finally, the USMS's commitment to partnering across agencies at all levels in furtherance of its missions ensured the success of interagency communications and coordinated initiatives. As an agency that prioritizes learning, the USMS will incorporate lessons learned in responding to the events of FY 2017 in its planning, training, and policy development.



# DRIVING TRANSFORMATIONAL CHANGE ACROSS THE AGENCY

The U.S. Marshals Service's 2012-2018 Strategic Plan created ambitious goals for the agency across all of its mission areas. Perhaps one of the most ambitious of these goals was the development of a performance management culture. To accomplish this, the USMS has invested significant time and resources to build systems, data expertise, and technological capabilities to benefit all program areas. These investments have created a network of experienced and knowledgeable leaders who apply new skills and technological capabilities to the agency's day-to-day operations and long-term planning activities. The agency's main initiatives to drive transformational strategic change are described below.

## Strategic Performance Management

To establish and achieve the agency's strategic goals and objectives identified in its strategic plan, the USMS implements a strategic performance management system. As the foundation for evidence-based decisions, this system prioritizes the efficient collection, storage, and use of data to produce consistent reporting, strategic thinking, and data-driven decision making. The USMS relies on this system to formulate budget requests, establish performance measures to inform external stakeholders, manage uncertainty through enterprise risk management, and establish performance work plans and evaluations. On a quarterly basis, executive and division leadership meet to discuss performance in executing agency missions and achieving its strategic goals.



**Enterprise Data Analytics** Enterprise data analytics enables decision making across different subject matters. The agency is prioritizing the use of cross-mission and cross-division data analytics to produce savings, identify and mitigate risks, and contribute to strong enterprise business decisions. To further integrate data analytics into the USMS culture, the agency hosts monthly meetings designed to connect personnel who are currently using or are interested in using data analytics. At these meetings, technical tutorials facilitate the sharing of methodological and skill-based knowledge, institutional knowledge, and best practices.

## Data Governance

Data governance increases organizational productivity and efficiency as it ensures user awareness of data elements and fields in a system and reduces redundant work. It is a necessary piece in order to manage data as an asset throughout the enterprise. To

produce and maintain a system that permits the collection, storage, and use of clean, authoritative data, the USMS appointed data stewards who meet frequently to collectively define terms and standards for the enterprise.

## Mission-critical case management

The agency's new enterprise case management system, Capture, is a direct result of, and a main contributor to, a performance management culture. Capture is designed to revolutionize the way the agency manages prisoners and prisoner facilities, conducts investigations, and manages security logistics, while including capabilities in analytics, mobility, and other cross-cutting functions.

## AWARD-WINNING U.S. MARSHALS SERVICE PROGRAMS AND PERSONNEL

**Fugitive Apprehension** DUSMs from the Southern District of Georgia, along with 10 members of the Southeast Regional Fugitive Task Force, received the Federal Law Enforcement Officers Association's Heroism Award in recognition of their actions in locating and arresting a fugitive. USMS awardees Deputy Commander Patrick Thomas Carothers (Posthumous Honoree), DUSM Robert Charles Doherty, DUSM James Fitzhugh Turner, and Supervisory DUSM Ramiro Suarez, Jr. participated in a November 2017 fugitive apprehension task force, led by Deputy Commander Carothers. During the confrontation with the fugitive, Deputy Commander Carothers was shot multiple times. He was able to return fire, protecting his team, before succumbing to his wounds. Task force members risked their lives attempting to save Deputy Commander Carothers. In his actions, Deputy Commander Carothers showed the courage and sacrifice that defines leadership and heroism, and the actions of his team under extreme duress showed extreme bravery and dedication to the mission.

**Critical Incident Response** In April 2017, the Office of Crisis Services' Critical Incident Response Team received the International Critical Incident Stress Foundation's Community Service Award at the 14th World Congress on Stress, Trauma and Coping in Baltimore. The team received the award for making a significant contribution to their community through crisis response. One of the oldest continuing operating crisis management teams in existence, this team has grown from a small group of dedicated law enforcement officers to a nationwide 60-member team and nationally recognized leader in its field. National recognition of the USMS Critical Incident Response team aids in the acceptance of critical incident stress intervention programs, particularly among the law enforcement community.

**Prisoner Transport** JPATS continues to lead its peers across federal aviation operations and safety. As a result of the program's aviation support quality and exceptional safety record, JPATS Aviation Safety Management Team received the USMS Director's Distinguished Group Award. Additionally, Chief of Aviation Scott Wilhelm was named the 2017 Aviation Program Manager of the Year by the General Services Administration and the Interagency Committee for Aviation Policy.

**Asset Forfeiture** Two asset forfeiture financial investigators received recognition for their efforts to identify and seize financial assets from individuals found guilty of criminal activity. Mike Nelson was recognized by the U.S. Attorney's Office during its annual awards ceremony for his contributions involving the Travelers of Murphy Village, South Carolina. The Travelers were under investigation by federal and state authorities for millions of dollars of fraudulent welfare benefit, tax, and insurance claims, as well as money laundering. To date, the investigation produced 57 plea agreements to charges of racketeering and conspiracy to commit fraud. Mike McClung was recognized by the U.S. Postal Service's Office of the Inspector General for his investigative contributions to the AmeriMed health care fraud case that led to the successful prosecution of four defendants and the seizure and forfeiture of \$3 million dollars in fraud proceeds.

**Management Support and Human Resources** The USMS was recognized for its efforts to promote a variety of transportation options and decrease reliance on single occupancy vehicles from Arlington County, Virginia, which is home to USMS headquarters, with the Arlington County Platinum Champions award.

# GOAL 1: PROTECTION OF THE JUDICIAL PROCESS

TO PROTECT THE FEDERAL JUDICIAL PROCESS, THE U.S. MARSHALS SERVICE PROVIDES SECURITY TO FEDERAL JUDGES, PROSECUTORS, WITNESSES, AND COURT FACILITIES



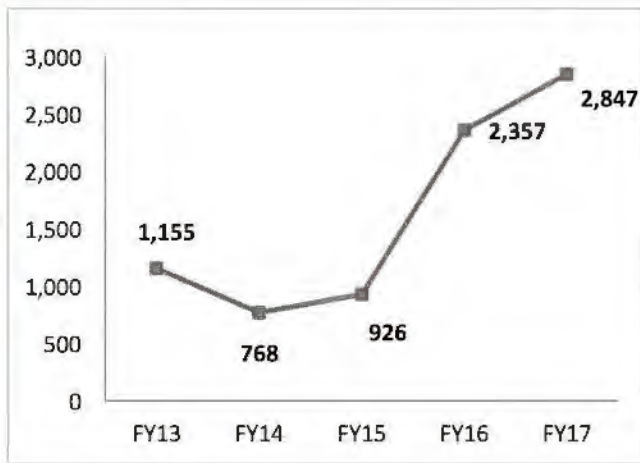
**In FY 2017, the agency achieved significant progress towards improving performance across its judicial and court security missions. Critical investments were made in personnel, partnerships, and technology to enhance intelligence capabilities. The agency also radically changed its approach to managing its most important physical security infrastructure. Finally, the agency secured the additional resources needed to execute a high volume of complex protective service operations. Strategic efforts were made to reinforce a security-minded and intelligence-driven culture, empower the workforce and the organization to perform to the highest standards, develop state, local, and tribal law enforcement capacity, enhance the rule of law around the world, and improve officer safety.**

## MISSION: JUDICIAL PROTECTION AND COURTHOUSE SECURITY

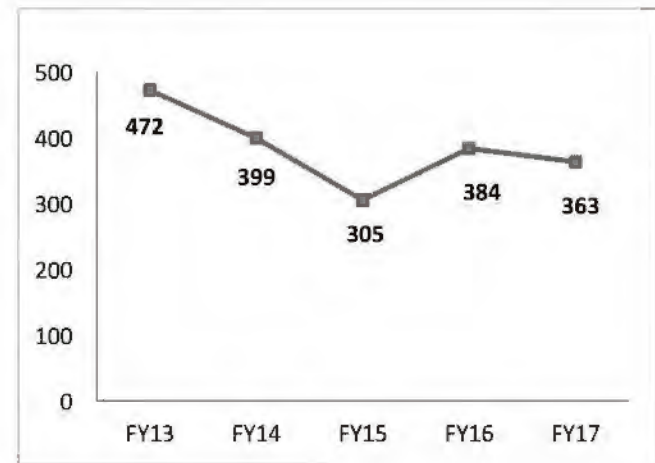
Since its establishment in 1789, a primary function of the USMS is the protection and security of the federal judicial process. The Judicial Protection and Courthouse Security mission comprises protective service operations, the collection and analysis of information to develop actionable intelligence, and the management of personnel and infrastructure protecting federal judicial facilities. The USMS carries out protective responsibilities for more than 2,200 federal judges, 11,000 federal prosecutors, and 15,000 court officials, along with members of the public who visit and work in federal courthouses. As the physical security provider to more than 700 federal facilities, the USMS develops, manages, and implements security systems and screening equipment to protect each courthouse.

MISSION PROGRAM DATA

**Figure 1** Inappropriate Communications/Threats to Protected Court Members



**Figure 2** Threats to Protected Court Members Investigated



While all threats directed toward USMS protected personnel are investigated, Figure 2 depicts only those which rose to the level of a predicated protective investigation, the most significant form of protective investigations.

### Strategic Objective: Reduce the potential for harm to protected persons through preventive security measures and implementation of a threat-based protective methodology

The USMS reduces the potential for harm to protected persons by implementing preventive security measures shaped by known security risks and vulnerabilities. In FY 2017, the agency developed a protective operations training program, facilitated security awareness among stakeholders, and conducted intelligence-driven protective service operations. The agency's threat-based protection model is one that is informed by continuous assessments of the ever-evolving motive, intent, and ability of the potential attacker. It allows for realistic assessments of risks to protected persons and serves as the basis for risk reduction and risk mitigation strategies. The agency conducts such risk assessments primarily through its preliminary assessments and predicated protective investigations [see Mission Program Data].

**Developing comprehensive protective operations training:** In FY 2017, the U.S. Marshals Service developed an eight-day Protective Service Training Program which builds on the protective services operations principles taught during basic training for DUSMs. Subject matter experts from across the agency participated in the program's design and identified 13 discrete competencies, including briefing protected persons, conducting threat and vulnerability assessments, and using less-than-lethal defensive tactics. The program will be piloted in FY 2018. It will serve as an annual training opportunity for USMS district personnel and annual cyclical training for inspectors responsible for planning and executing protective operations missions.

**Reducing risk through security awareness:** The USMS allocates significant resources to promote security awareness in order to reduce risks to its protected persons. Educating protected persons on security

procedures empowers them to take actions that reduce their exposure to risk, equips them to detect and report threats, and reinforces the concept of security as a collective responsibility. In FY 2017, agency personnel delivered 27 security awareness briefings to chief judges and nominees to federal courts. These briefings deliver vital information regarding the security resources available to protected persons. Agency personnel also delivered 1,450 foreign travel briefs for 100 destinations. These briefs provide country-specific information regarding the security environment.

**Conducting effective, intelligence-driven protective service operations:** The U.S. Marshals Service has a proven ability to rapidly mobilize resources for protective service operations. In FY 2017, the agency deployed 12 threat-based missions and 504 risk-based missions. The level of effort required to conduct a single mission can be extensive. For example, in July 2017, the agency provided security for the 9th Circuit Judicial Conference, the largest conference of its kind in the country. In attendance were nearly 800 conferees, including more than 200 federal judges. The U.S. Marshals Service mobilized 54 personnel to provide a protective detail for a Supreme Court Justice as well as on-site security for 16 venues over the course of the four-day conference. Agency personnel worked closely with state and local law enforcement, the Federal Bureau of Investigation (FBI), and the U.S. Supreme Court Police to conduct mission planning, gather protective intelligence, and complete protective security advances.

**Strengthening international rule of law institutions:** Agency judicial security personnel participated in five international missions across four continents in FY 2017 as an implementation partner of the Department of State, Bureau of International Narcotics and Law Enforcement Affairs and the Department of Justice (DOJ) Office of Overseas Prosecutorial Development Assistance and Training. These capacity-building missions took place in the Federation of Malaysia, Republic of Albania, Republic of Colombia, Republic of the Philippines, and Republic of Uganda. For Albania's State Police, Agency personnel provided three weeks of basic counter-surveillance techniques to assist in detecting and deterring hostile actors. For the National Police of Colombia, personnel delivered Train the Trainer courses designed to facilitate the transfer of knowledge and skills long after USMS security and intelligence experts have left. This method of knowledge transfer allows foreign law enforcement entities to incorporate their understanding of the local security environment into the courses they teach. The agency also supported the National Police of Colombia's efforts to develop national guidelines and policy for its law enforcement organizations. Finally, the agency provided technical assistance in the form of physical security assessments of judicial facilities in Colombia, Malaysia, the Philippines, and Uganda. The outputs of these assessments are findings that detail specific deficiencies in security as well as concrete recommendations that mitigate risk and reduce vulnerability.

### **Strategic Objective: Increase the effectiveness of USMS intelligence capabilities**

The U.S. Marshals Service continues to build its intelligence capabilities by developing key competencies, acquiring new technology, and forging close partnerships with members of the intelligence community and other law enforcement agencies. These investments have enabled the agency to meet the increased demand for intelligence products.

**Developing key competencies of the investigative workforce:** A world-class law enforcement agency requires extensive training and continuous improvement. In FY 2017, 130 district investigators completed the week-long Protective Investigations Training Program. The program, which is taught by an interdisciplinary team of intelligence research specialists, criminal investigators, and mental health practitioners, provides guidance and techniques for conducting protective investigations, interacting with protected persons, and managing cases. The USMS also sought interagency training opportunities to expand the skillset of the investigative workforce. New counter surveillance/surveillance detection staff attended basic training at the Defense Intelligence Agency Joint Counter Intelligence Training Academy. Intelligence research specialists completed the Basic Intelligence and Threat Analysis Course offered by the Department of Homeland Security (DHS) and the Intermediate Analytic Tradecraft course offered by the FBI's Advanced Intelligence Training Unit.

**Building cyber investigations capability:** To meet modern-day judicial security challenges, the U.S. Marshals Service established the Cyber Investigations Unit (CIU) in FY 2016. Since then, the agency has made significant gains to enhance CIU's cyber intelligence capabilities. In FY 2017, CIU staff completed a temporary duty assignment in the FBI Multidisciplinary Intelligence Unit where they learned advanced tradecraft techniques. The unit also expanded its investigative resources to include advanced technologies for intelligence activities. Using this specialized knowledge and resources, CIU supported 86 investigations this fiscal year. The investments in CIU capabilities have paid dividends across the agency. In FY 2017, CIU delivered online investigation techniques training to more than 300 Protective Investigations Training Program participants, multiple branches of the agency's Investigative Operations Division, and several USMS districts. CIU's specialized knowledge was leveraged to lead the agency-wide initiative to establish interim guidance on conducting online investigations.

**Expanding partnerships with the intelligence community:** The agency's relationships with members of the intelligence community and other law enforcement agencies serve as an effective force multiplier across many of its intelligence efforts. In FY 2017, the agency created the position of federal senior intelligence coordinator to be accountable for the responsible and appropriate coordination of activities between the USMS and the intelligence community, through the Office of the Director of National Intelligence. This position is an official designation acknowledged by the Office of the Director of National Intelligence. As well, the USMS has senior executive representation as a board member for the National Joint Terrorism Task Force. The USMS worked closely with the FBI Protective Operations Group to share protective intelligence regarding several USMS protected persons of mutual interest. The agency's counter surveillance / surveillance detection personnel also participated in joint counter-surveillance training with Department of Defense personnel.

**Meeting the need for protective intelligence support at all levels:** The agency witnessed an increased need for intelligence support for protective investigations and protective service operations. Requests for intelligence reports nearly tripled from FY 2016, from 134 to 381, and requests for risk assessments increased

from 5 in FY 2016 to 30 in FY 2017. This dramatic increase, particularly in the area of intelligence reports, can be attributed to USMS efforts to ensure that protective service operations were intelligence-driven. Of the 381 intelligence reports completed, 198 were conducted to support intelligence collection for protective service operations. The agency also conducted five in-person intelligence threat assessment briefs to high-level USMS protected persons. In FY 2017, the agency's executive leadership began receiving daily intelligence briefings that provide high-level intelligence designed to increase leadership's insight into the current threat environment.

INTELLIGENCE-BASED  
DECISION MAKING

Beginning in FY 2017, the agency requires districts to submit a preliminary assessment along with any request for special assignment funding. The intelligence assessment provides justification for the additional resources requested and ensures that protective service operations are intelligence-driven.

**Strengthening governance of intelligence activities:** A strong governance operating model improves coordination among stakeholders, increases effectiveness, and brings clarity to decision-making. In FY 2017, judicial security personnel led the agency-wide effort to charter an Intelligence Governance Board that would provide a framework for USMS intelligence activities. The first of its kind, the USMS Intelligence Governance Board serves as a forum for knowledge-sharing and intelligence policy development. It will also set norms for engaging members of the intelligence community, codify definitions, and establish agency-wide business processes.

**Improving organizational knowledge management:** To be better prepared to weather periods of transition, the USMS prioritized the preservation of institutional knowledge by developing standard operating procedures (SOPs), resource libraries, and business process architecture diagrams. To ensure the most effective administration

**USMS K9 PROGRAM**

Critical partners in protective operations are the U.S. Marshals Service's canines trained to detect explosives. Since 2001, this program has provided dedicated explosives and weapons detection in support of DOJ, USMS, and federal, state, and local law enforcement missions and numerous large-scale national special security events. Daily, U.S. Marshals Service explosive detection K9 teams conduct facility security sweeps for explosives and weapons at federal courthouses across the nation and serve as a strong visual law enforcement deterrent at these facilities.

Explosive detection K9s are trained to detect 19,000 different types of explosives, including weapons and post-blast material. These K9 teams have also successfully located weapons during search warrant executions, which assist in successful prosecutions. The 21 K9 teams deployed a total of 1,453 times in FY 2017 to assist with investigative searches (202), protective searches (989), and educational and training demonstrations (262). As a result of these searches, the K9 teams uncovered more than 300 instances of previously unidentified firearms, ammunitions, shell casings, and post-blast residue.

Due to the success of this program, the USMS has developed another program, tactical K9s, to enhance search capabilities and reduce injuries during fugitive apprehensions. Tactical K9s are trained to be familiar with Agency task force procedures, identify the presence of a suspect in an un-cleared structure, and track, locate, and contain fugitives or suspects who have evaded arrest. In FY 2017, the agency's two pilot tactical K9 teams deployed 193 times almost exclusively in support of enforcement operations.

of its inter- and intra-agency obligations, the agency codified existing exchanges and identified priority partners with whom to establish Memoranda of Understanding (MOUs). As part of this endeavor, the agency established a library to house its judicial security MOUs with the Departments of Education, Health and Human Services, and Homeland Security, the General Services Administration, the Administrative Office of the U.S. Courts, Executive Office of the U.S. Attorneys, the U.S. Tax Court, and Interpol. For its judicial security mission, the agency developed SOPs for data collection and validation as well as standardized and centrally housed other mission-related SOPs.

**Strategic Objective: Strengthen the Judicial Facility Security Program to ensure efficient and effective court security**

In FY 2017, the U.S. Marshals Service took decisive actions to improve its Judicial Facility Security Program by increasing organizational capacity, accountability, and the effectiveness of methods designed to achieve program objectives.

**Develop a long-term strategy to ensure the USMS has the capabilities to address complex physical security issues**

**Building the capacity of state, local, and tribal law enforcement partners:** To support DOJ Strategic Goal III: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal, and International Levels, the agency developed the State and Local Facility Assessment Program and the Mobile Assessment Team. The Mobile Assessment Team is composed of 16 judicial security inspectors strategically located to assist state, local, and tribal governments in facility assessments. Each team member has successfully completed the DHS Physical Security Training Program.

**Creating a well-aligned organization:** To this end, in FY 2017, the agency merged two safety and security offices to eliminate redundancies and streamline processes for and management of security-related projects. This merger was identified and undertaken as part the Office of Management and Budget's (OMB) Agency Reform Plan initiative.

**Assess the CSO workforce and hiring practices to ensure mission needs are being met**

**Improving communication with stakeholders of the CSO Program:** In FY 2017, the agency established new avenues for formal communication with CSO Program stakeholders. To improve communication with CSO vendors, judicial security leadership established a biannual CSO Round Table and revised procedures for

corresponding with CSO vendors. To improve communication to the field, monthly CSO staffing reports are being sent to USMS districts.

**Ensuring accountability for CSO performance:** Consistent enforcement of security policies and procedures contributes to a security-minded culture. One method used to monitor compliance with such policies and procedures is covert physical intrusion testing of CSOs at screening posts located in judicial facilities. During these tests, CSOs are unknowingly tested on their ability to apply appropriate screening techniques. Those who fail the test are issued a performance standard violation, which precludes them from resuming their CSO responsibilities until successful

completion of remedial training. In FY 2017, the agency conducted 1,762 intrusion tests and issued 37 performance standard violations to CSOs for failed covert physical intrusion tests. The agency is committed to proactively identifying and addressing security vulnerabilities.

DATA-DRIVEN PERFORMANCE MANAGEMENT

A data-driven culture promotes informed decision-making and leverages data to improve organizational performance. Fostering a data-driven culture requires investments to enhance data literacy and accessibility. To improve data literacy, concepts on data collection, data integrity, and performance metrics were introduced into the week-long course on protective investigations. To improve data accessibility for USMS districts, the agency developed performance reports that depicted each USMS district's level of compliance with USMS policy directives related to case management. Agency personnel delivered these reports to USMS districts in training environments to highlight areas of strength and areas for improvement.

**Modernize Physical Security Access Control Systems** Physical Security Access Control Systems are used to safeguard judicial facilities through video surveillance, intrusion detection, and facility access controls. In FY 2017, the U.S. Marshals Service took a series of measures to improve the management of these vital systems. Among these was the implementation of a risk-based and intelligence-driven model to prioritize projects across the country. The model, which incorporates historical system performance data, system age, threat intelligence, and facility attributes, ensures that those systems with the highest risk are identified and prioritized for maintenance, upgrade, or replacement. This approach enables the agency to make informed decisions that mitigate the highest risk and address the most urgent vulnerabilities. Using this approach, the agency completed two repairs, 11 upgrades, and 13 replacements this fiscal year.

**Strategic Objective: Improve the management and structure of the judicial security mission set**

Improvements to the management and structure of the judicial security mission set generate better performance outcomes.

**Re-evaluate offsite security requirements, asset costs, and protocols to address current and future needs**

**Re-evaluate Home Intrusion Detection System (HIDS) Program:** In FY 2017, the agency established a transparent and consistent process to allocate HIDS resources based on real-world security considerations. Prior to this, HIDS program administration lacked established controls for fair and equitable resource distribution that resulted in expenditures that were not based on risk or threat prioritization. This new process includes new policy, standardized procedures, business rules, and data collection points that will inform the management, oversight, and operational efficiency of the HIDS program, and improve collaboration between the USMS and the Administrative Office of the U.S. Courts.

**Identifying emerging technologies for Judicial Alarm Response Program:** In FY 2017, the agency researched and identified solutions to replace obsolete GPS tracking devices that support the judicial duress alarm response program. The solution was a GPS tracking suite that uses a mobile device application. The agency completed the transition of protected persons' devices from the old Asset Tracking Location and Surveillance System network to the new Silvereye network and the mobile application.

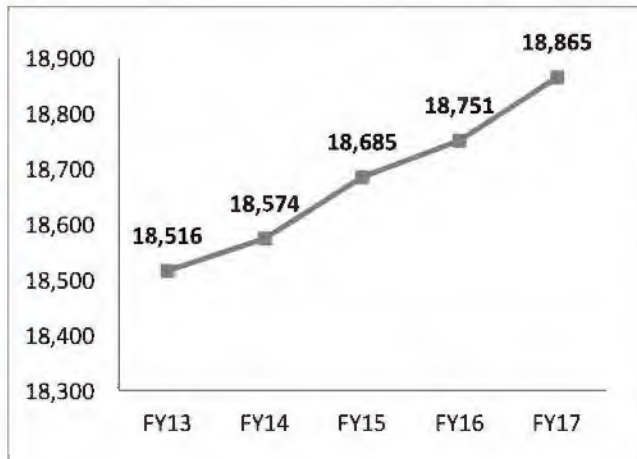


## MISSION: WITNESS PROTECTION

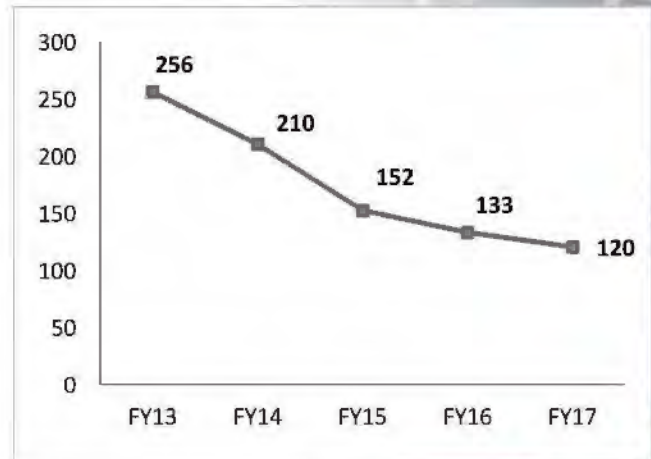
The Witness Security Program enables the U.S. Government to pursue and prosecute criminals ranging from a single actor to organized crime, gangs, or terrorist groups. In 1971, the USMS was tasked with the protection of witnesses whose lives are threatened as a result of their testimony based on the 1970 Organized Crime and Control Act. Witness protection is provided in different phases and on many fronts to ensure witnesses and their families' safety before, during, and after trial proceedings. The program is assessed on a continuous basis in order to provide timely services and to identify areas for improvement.

**MISSION PROGRAM DATA**

**Figure 3 – Total Number of Witness Security Program Participants**



**Figure 4 – Security Breaches Mitigated**



### Strategic Objective: Manage the complexities of protection

Providing long-term protection and security for witnesses entering into the program has become very challenging and complex. The program must be flexible to accommodate increasing foreign national protectees, changing prosecutorial objectives, and the proliferation of social media technological enhancements such as geo-tagging and GPS.

#### Define levels of service, potential growth, and impact to resources

**Employing technology for more efficient court appearances:** To achieve safer communications between prisoner witnesses and Assistant U.S. Attorneys, the USMS deployed video teleconference technology in the protective custody units located within the BOP. The agency completed installations at six locations and worked with BOP partners to ensure the appropriate circuits, software, and hardware were operational. To ensure appropriate protocols were followed and financial responsibilities outlined, the original video teleconference MOU was updated and expanded to allow use of this technology for state parole hearings. Video teleconferences eliminate some of the need for prosecutors and prisoner witnesses to travel, resulting in cost savings. More importantly, it improves the safety of personnel as well as the safety of witnesses.

**Building federal and state witness security partnerships:** The U.S. Marshals Service reached out to state and local witness protection specialists to identify low-cost enhancements to improve their witness protection programs, and to facilitate the provision of state and local documentation to USMS witness security participants. This outreach included workshops with local stakeholders to exchange information, understand state and local current protection processes, and develop a comprehensive list of support requirements. Through this project, state and local stakeholders implemented realistic and inexpensive improvements to protect their witnesses while increasing the safety of the state and local witness protection specialists. Additionally, the project developed an internet portal using the FBI's Law Enforcement Enterprise

Portal website for collaboration and remedied the lack of a network for investigators specializing in witness protection. The USMS established a strong partnership across the state and local witness protection community and improved the ability of the agency to deal with future documentation difficulties.

**Strengthening monitoring of non-citizen program participants:** During FY 2017, the USMS strengthened its processes to monitor changes to the immigration status of non-citizen witness security participants. The new process enables the agency to provide Immigration and Customs Enforcement (ICE) and the DOJ Office of Enforcement Operations with faster notifications, allowing for swift decisions regarding a participant's immigration status and standing in the program.

**INTERNATIONAL ENGAGEMENT**

In FY 2017, the agency commenced a partnership with Europol to co-lead annual conferences on witness protection. The inaugural conference will begin in 2018, and future conferences will alternate between a European and a North American location.

USMS personnel engaged partners from the United Kingdom, Lithuania, Egypt, Lebanon, and Israel to share best practices in witness security. The agency also offered its expertise to the Government of Poland to assist with improving its witness security operational capacity.

# GOAL 2: INVESTIGATIONS

TO STRENGTHEN THE EFFECTIVENESS OF DOMESTIC AND INTERNATIONAL INVESTIGATIONS



**The U.S. Marshals Service conducts fugitive and noncompliant sex offender investigations, as well as financial investigations to identify assets gained from the proceeds of criminal activity. These varied missions require collaboration with federal, state, and local law enforcement agencies, foreign governments, and mission-driven nongovernmental organizations. This fiscal year, USMS investments in investigations focused on activities such as crime prevention in communities experiencing high levels of violent criminal activity, missing child recovery, sex offender tracking, and financial reimbursement and pre-emptive protection for victims of crime.**

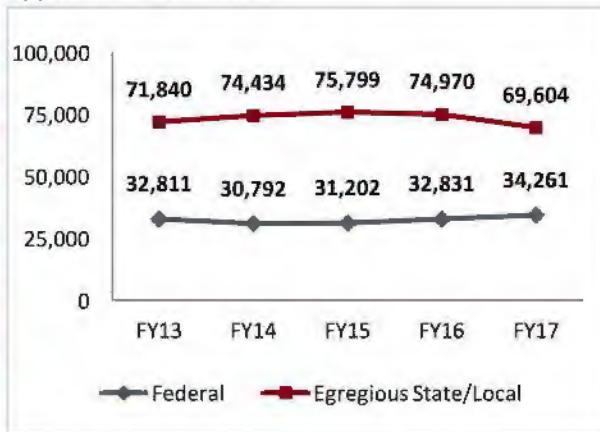
## MISSION: FUGITIVE APPREHENSION

Fugitive apprehension is a principal USMS mission and has the greatest opportunity to improve public safety by reducing the number of violent offenders in America’s communities. As the federal government’s primary agency for conducting fugitive investigations, the fugitive apprehension mission consists of domestic and international fugitive investigations, including fugitive extraditions and technical operations. The USMS has the authority to enforce the Fugitive Felon Act and may assist state and local agencies with their fugitive missions, even in the absence of interstate or other extra jurisdictional flight. Through interagency fugitive task forces, international operations, information-sharing programs, and close cooperation with other federal, state, local, tribal, and territorial law enforcement agencies, the USMS facilitates the timely apprehension of dangerous fugitives and helps preserve the integrity of the criminal justice system.

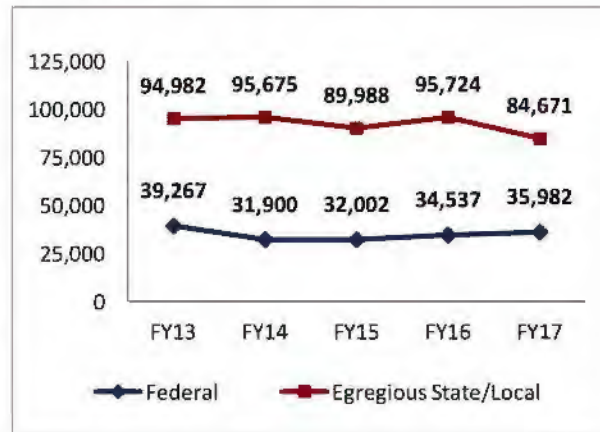
The USMS serves as the custodian of all federal arrest warrants until execution or dismissal and maintains a federal fugitive caseload of approximately 50,000 each fiscal year. Over the last decade, the USMS has apprehended or cleared more than 354,700 federal fugitives, including 34,261 in FY 2017.

MISSION PROGRAM DATA

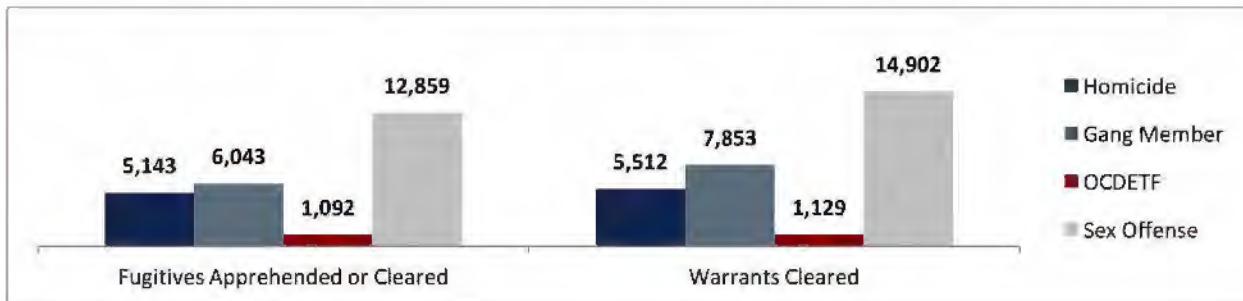
**Figure 5 – USMS Federal, State, and Local Fugitives Apprehended or Cleared**



**Figure 6 – USMS Warrants Cleared**



**Figure 7 – FY2017 Special Subtotals, USMS Federal and Egregious State and Local Fugitives Apprehended or Cleared**



**Table 1 – USMS Seizures from Fugitive Investigations, FY2013-FY2017**

	Firearms	U.S. Currency (\$)	Vehicles	Narcotics (kg)
FY17	3,743	10,054,918	156	1,050.18
FY16	3,563	5,602,294	119	7,802.38
FY15	2,971	18,270,249	133	1,996.93
FY14	2,896	6,621,112	135	3,259.97
FY13	2,400	7,325,123	153	4,540.37

**Strategic Objective: Maximize the efficiency of fugitive apprehensions**

The USMS manages its investigative resources and invests in strategies to achieve the greatest programmatic gain to increase public safety. To have the greatest impact in U.S. communities, the fugitive apprehension program focuses on the most violent, most egregious federal, state, and local offenders.



DUSMs and their state and local law enforcement partners conduct a briefing before an enforcement operation.

**Allocate resources efficiently to maximize effectiveness**

**Preventing violent crime in tribal communities:** In April 2017, DOJ created an interagency Indian Country Federal Law Enforcement Coordination Group to enhance the response to violent crime in Indian country. As one of the 12 participating members of the coordination group, the USMS established a working group to institute practices to maximize the agency’s impact in tribal communities. This group provides improved federal law enforcement services and support to Indian Country, ultimately helping to make tribal communities safer.

**Reducing gang crime and violence:** The USMS continues to prioritize the apprehension of violent gang members, and in FY 2017, the agency arrested 6,043 gang members, removing 719 firearms from the streets in the process. The USMS combats gang violence using a two-pronged approach that consists of dedicated fixed resources such as seven regionally-located Counter Gang Units and district task force operations, and by infusing mobile, temporary resources to conduct targeted operations focused on the sustained reduction of violent crime. The USMS gang enforcement model aims to reduce gang crime and violence through coordination with federal, state, and local law enforcement agencies, the U.S. Attorney’s Office, and state and local prosecutors’ offices. The model focuses on proactive investigation and patrol by strategically pursuing gang members and criminals most responsible for a community’s crime and violence.

**Table 2 – FY 2017 Violent Gang Fugitives Arrested/ Cleared, by Select Criminal Activity**

Criminal activity	No. of arrests
Homicide	553
Robbery	641
Assault	802
Kidnapping	69
Sex offense	129
Weapons offense	1,013
Narcotics	1,080

**DATA SHARING**

In FY 2017, the agency became a contributor to the FBI's Uniform Crime Reports program, providing aggregate arrest data for Calendar Year 2016 for USMS federal and state arrests.

**Formalize the roles and responsibilities for the support and oversight of domestic investigations** In FY 2017, the U.S. Marshals Service finalized a comprehensive plan to expand the number of regional fugitive task forces to more effectively apprehend violent fugitives. Following an extensive assessment to determine the optimal organizational structure and placement of these new task forces, the agency developed plans to expand the existing seven regional fugitive task forces and create eight new regional fugitive task forces, as resources are made available.

**Increase investigative capability and agility through non-traditional methods** The agency's Organized Crime Drug Enforcement Task

Force program was restructured to provide clearer direction and scope of responsibility for its investigators, and a more responsive, cohesive, and focused use of resources. This restructuring established a regional management system to provide programmatic oversight, guidance, and training, and created metrics to measure program performance. The program relies on district fugitive apprehension participation to accomplish its principal mission of reducing drug availability by disrupting and dismantling major drug trafficking and money laundering organizations.

**Strategic Objective: Ensure the stability and safety of USMS international investigative missions and strategically expand the USMS footprint and capabilities around the globe**

The globalization of crime and immediate mobility of fugitives require an intensive effort from law enforcement to address the increasing number of fugitives wanted by the United States who flee to a foreign country to avoid prosecution or incarceration and those wanted by a foreign nation but are believed to be in the United States. As other federal law enforcement agencies commit more resources to terrorism, cyber-based threats, transnational criminal organizations, and border security, the USMS fugitive apprehension role takes on greater importance. The USMS protects the public from international fugitives through coordinated enforcement efforts with foreign and domestic law enforcement by:

- Directing and coordinating international and foreign fugitive investigations conducted by USMS personnel and its task force partners.
- Managing and executing the U.S. Government's extradition program on behalf of federal, state, and local law enforcement agencies.

**STRENGTHENING INTRA-AGENCY COLLABORATION**



In FY 2017, the USMS benefited from a new collaboration between its prisoner transport division and investigative staff working on international extraditions. The agency accomplished several extraditions from Colombia and Jamaica using USMS assets and personnel rather than a contracted service. In addition to providing savings, extraditions benefited from the experience and professionalism of USMS employees who perform air movements on a daily basis.

These coordinated enforcement efforts are facilitated by the presence of three foreign field offices, a foreign law enforcement training program, and international liaison program. The agency also maintains liaison positions with the Interpol U.S. National Central Bureau-Washington, DOJ's Office of International Affairs, the El Paso Intelligence Center, and the Department of State Diplomatic Security Service.

In FY 2017, the USMS closed 2,527 international and foreign fugitive cases, requiring investigative coordination with 92 countries, a significant increase from the 1,510 cases and 53 foreign countries requiring coordination during FY 2016. Of these, 1,251 cases involved fugitives wanted by the United States who had fled to a foreign country to avoid prosecution or incarceration. The remaining 1,276 cases involved fugitives wanted by a foreign nation but were believed to be in the United States. Finally, the USMS conducted 780 removals, slightly more than FY 2016 levels, including extraditions, foreign extraditions, deportations, and expulsions, through coordination with 67 foreign nations.

**Develop a strategy to increase the breadth of foreign fugitive cooperative relationships**

The USMS standardized and professionalized its international investigative mission by establishing the Collateral Duty International Liaison Program, which included creating SOPs and developing performance metrics. The program enables cross-border investigations and assists in locating foreign fugitives who have committed crimes abroad and are believed to have fled to the United States to avoid detection. Currently, investigative liaisons for Canada, Mexico, and Interpol are placed in strategic locations throughout the country to manage, coordinate, and conduct complex investigations. These investigators are subject matter experts who provide technical and operational guidance to federal, state, local, and foreign law enforcement partners on USMS international and foreign fugitive investigations.

**Establish a formal Personnel Recovery Program** Presidential Directive 30 requires that federal agencies with overseas responsibilities provide personnel recovery preparation, education, and training programs for their employees. The Directive also requires individual and organizational protective security measures to ensure interoperability of communications systems. To ensure compliance, the U.S. Marshals Service developed a Global Threat Awareness Program to train agency personnel traveling on official government business to foreign countries in the event they become isolated, missing, detained, or captured in an operational environment. Additionally, the USMS established a Memorandum of Agreement with the Departments of Defense and State to establish protocols and procedures in the event a USMS employee is subject to such an incident. For this training program, the agency developed and launched a basic personnel recovery course and an advanced twelve-day course designed for USMS personnel conducting operations in high threat countries. In October 2016, the Department of State certified the Global Threat Awareness Course in order to meet the department's requirements for foreign affairs counter threat training. This program was strengthened by an initiative to provide critical support throughout the incident to affected family members of isolated personnel. Family support plays a vital role in returning isolated members to full duty status.

APPREHENDING AN INTERNATIONAL FUGITIVE

In 2014, Greenwich, Connecticut Police contacted the U.S. Marshals Service for assistance to apprehend a fugitive, Naquan Ferguson. Ferguson failed to surrender after his conviction for armed robbery and other charges. Following an extensive investigation that spanned multiple countries, DUSMs from the District of Connecticut located him in Guangzhou, China.

The USMS sought assistance from the Diplomatic Security Service and Interpol-Washington to obtain cooperation from Chinese authorities. The Chinese Ministry of Public Security apprehended Ferguson and agreed to deport him. On August 25, 2017, DUSMs traveled to Guangzhou to return Ferguson to the United States. This mission marked the first time in 10 years that DUSMs have traveled to China to remove a fugitive.

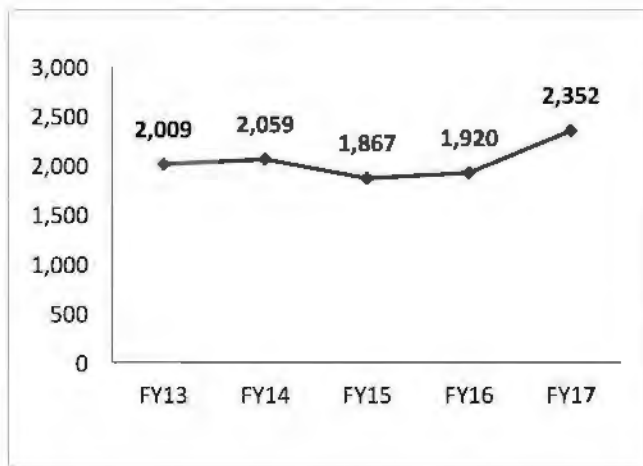
## MISSION: PROTECTING AMERICA'S CHILDREN AND COMMUNITIES

The Adam Walsh Child Protection and Safety Act was signed into law on July 27, 2006, as P.L. 100-248. The USMS was designated as the lead federal agency to investigate violations of the act and given the mandate to assist state, local, tribal, and territorial jurisdictions in locating and apprehending non-compliant sex offenders. As such, the USMS has taken an aggressive approach toward protecting communities from violent sex offenders and child predators by partnering with other federal, state, local, tribal, and territorial law enforcement authorities involved in the regulatory process of registration.

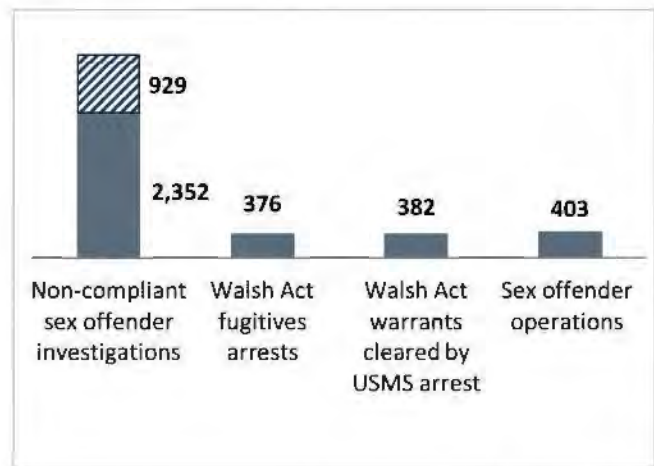
In FY 2017, the USMS supported the Attorney General's High Priority Goal on Protecting Vulnerable People with investigations of non-compliant sex offenders, including leading and conducting 403 sex offender operations in conjunction with 1,193 federal, state, local, territorial, and tribal law enforcement partner agencies. During the course of these operations, the agency assisted 4,409 officers with 54,759 compliance checks, or approximately 6.35 percent of the 2017 registered sex offender population, which stands at approximately 862,000 (source: National Center for Missing and Exploited Children, May 2017).

MISSION PROGRAM DATA

**Figure 8 – Noncompliant Sex Offender Investigations**



**Figure 9 – Adam Walsh Child Protection and Safety Act activities**



Most investigations are conducted by full-time dedicated sex offender investigations coordinator personnel. Additional collateral duty USMS investigators contributed approximately 28 percent to the total investigations in FY 2017.

### Strategic Objective: Protect our children and communities through the rigorous investigation and arrest of non-compliant sex offenders

Through specialized training, targeted programs and funding, enforcement activities, and collaborative partnerships with organizations such as the National Center for Missing and Exploited Children and DOJ's Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking Office, the USMS significantly supports all levels of domestic, international, military, and tribal law enforcement to pursue unregistered and noncompliant sex offenders.

#### Strengthen USMS investigators' and state and local task force investigators' acumen through innovative training and communication

**Implementing training and awareness:** In FY 2017, the USMS conducted two training events designed for new investigators and held advanced training for its 94 sex offender investigations coordinators, which provided experienced sex offender investigators with training on advanced investigative techniques. Additionally, the agency conducted two regional management training events designed to inform regional district managers, supervisors, and



## MISSING CHILD RECOVERIES

In October 2005, the USMS began tracking its support to missing child cases. By March 2014, the agency recovered the 500th missing child. As a result of the May 2015 passage of the Justice for Victims of Trafficking Act, the number of missing children recovered by the USMS increased 166 percent, from an average of 5 recoveries per month to an average of 13.3 recoveries per month. In FY 2018, the agency anticipates recovering the 1,000th missing child.

investigators of the latest information on investigative programs, including sex offenders, fugitives, and missing children. In addition to the training events, the USMS shared best practices and effective strategies for Adam Walsh Child Protection and Safety Act case development and investigation through 12 regionalized meetings held in different locations around the country.

**Institutionalizing recovery of children:** On May 29, 2015, the Justice for Victims of Trafficking Act (P.L. 114-22) was signed into law. The Act enhanced USMS authority to assist state, federal, and local law enforcement with the recovery of missing, endangered, or abducted children regardless of a fugitive or sex offender nexus. Prior to this legislation, the USMS required a warrant for the suspected abductor/companion or a sex offender nexus in order to support missing child cases. To oversee and manage the agency's implementation of its enhanced authority, the USMS established the Missing Child Unit. In FY 2017, the first full reporting period for activities under the new missing

child authority, the agency received 255 requests for assistance in missing child cases from law enforcement and directly contributed to the recovery of 175 missing children. Cases received under the agency's enhanced authority accounted for 42 percent of all missing child requests received and 46 percent of USMS recoveries. The unit also partnered with the Homeland Security Investigations Anti-Human Trafficking Task Force to initiate a pilot project to locate critically missing children who are suspected victims of child sex trafficking in New Orleans and Orlando. The pilot project resulted in the recovery of 41 children and arrest of 27 individuals.

**Helping law enforcement identify signs of child exploitation:** In FY 2017, the U.S. Marshals Service strengthened its commitment to the Interdiction for the Protection of Children (IPC) Program by certifying three agency psychologists as IPC instructors, the first of this type of instructor in the federal government. Agency psychologists assisted with the identification and empirical validation of indicators of child exploitation by conducting hundreds of interviews with law enforcement personnel, trafficking survivors, social workers and child advocacy staff, and others who work in the area of sex trafficking and with abused and exploited children. IPC indicators are the result of a synthesis of these interviews, focus groups, observations, and existing data. Since FY 2014, the U.S. Marshals Service has been collaborating with the Texas Department of Public Safety to implement the IPC Program, which trains officers to identify signs of child exploitation and other forms of abuse during routine encounters with citizens. The USMS also provides research and analytical support to the IPC Program.

**Focus on communities lacking specialized sex offender law enforcement resources** In coordination with the Office of Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking and the Office of Tribal Justice, the USMS continued to strengthen communication and coordination among all levels of law enforcement and those entities that assist with the regulatory process of registration in tribal and DOD populations. To improve the ability of those communities to track sex offenders, the USMS conducted four tribal outreach events with 84 attendees from 37 organizations, including 62 attendees from 29 tribal entities. The USMS also conducted three outreach initiatives at military installations to improve communication and collaboration related to military sex offender registration investigations. The events were attended by more than 160 representatives from 17 military units and 27 regional and local law enforcement agencies.

**Improve communication and coordination with federal, state, and local partners regarding international traveling sex offenders** The USMS continues its collaborative role with the DHS's Angel Watch Center as part of its authority under the International Megan's Law (P.L. 114-119). In FY 2017, the USMS processed and directed 1,540 international travel notifications from state or jurisdictional sex offender registries to Interpol. The USMS generated and sent 1,241 international travel notifications to Interpol based on travel information provided by the Angel Watch Center. The USMS has also vetted and confirmed the registration status of 1,511 registered sex offenders with sex offense convictions against minors. In addition, the USMS reviewed more than 111 subjects for federal registry violations based on international travel without notification.

### MISSION: ASSET FORFEITURE PROGRAM

The DOJ Asset Forfeiture Program (AFP) plays a critical and key role to disrupt and dismantle illegal enterprises, deprive criminals of the proceeds of illegal activity, deter crime, and restore property to victims. The USMS is the primary custodial agency of the AFP. In addition to core fiduciary responsibilities associated with the management and disposition of assets valued in the billions of dollars, the USMS also provides vital support to the U.S. Attorneys' Offices and the investigative agencies through enhanced pre-seizure planning and financial investigations. As a world leader in asset management and asset disposal, the USMS AFP also receives requests for technical assistance from countries around the world. These requests range from conducting assessments of a country's asset forfeiture program to providing assistance with the restraint of property both domestic and foreign.

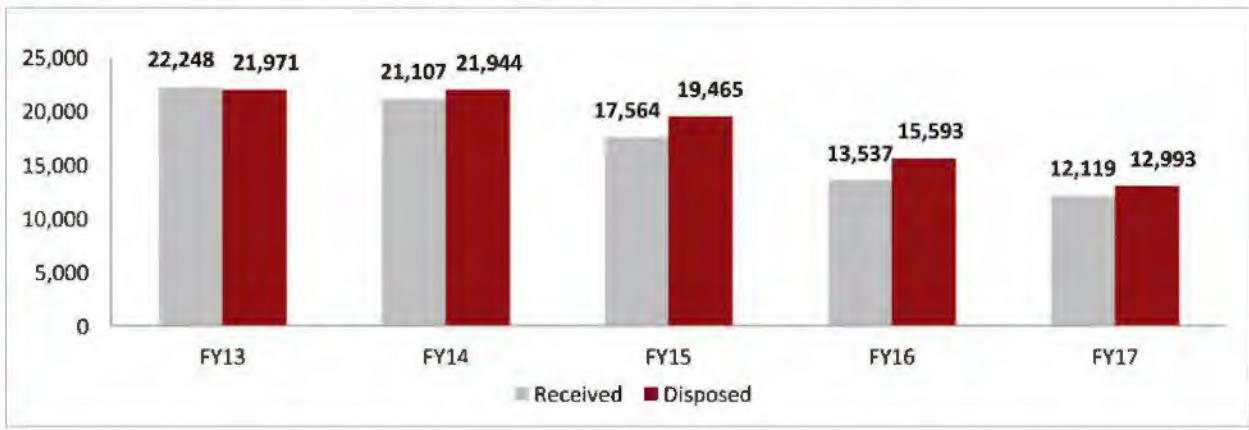
PAYMENTS TO VICTIMS OF CRIME AND FORFEITURE PARTNERS

In FY 2017, the USMS issued more than 800 payments totaling \$144,695,000 to victims who suffered a direct loss caused by the offense underlying the forfeiture actions.

The USMS also processed 28,300 equitable sharing transactions worth \$332,541,000 to approximately 2,425 state and local law enforcement agencies.

MISSION PROGRAM DATA

**Figure 10 – Assets Received and Disposed of by the USMS**



The FY 2017 decrease is largely due to the Bureau of Alcohol, Tobacco, Firearms and Explosives assuming management and disposition of firearms.

**Strategic Objective: Ensure effective financial investigation, management, and disposal of seized and forfeited assets to assist in the achievement of the DOJ AFP goal to disrupt and dismantle criminal organizations**

**Assist the DOJ component agencies to transform the AFP**

**Assessing business viability to protect victims:** The USMS assisted the U.S. Attorney's Office and Investigative Agencies in the service of a Post-Indictment Protective and Restraining Order on Ayudando Guardians, Inc. Ayudando Guardians, Inc. provided Guardians and Representative Payee services to clients including those receiving benefits from the Social Security Administration, Department of Veterans Affairs, private trusts, and State of New Mexico. After assessing key business activities, the USMS determined that the business was not financially viable and the process of transferring clients to new agency-approved Guardians and Representative Payee fiduciaries needed to commence immediately. To reassign all accounts and close the business by August 31, 2017, agency staff worked onsite for seven weeks beside the remaining Ayudando staff and official stakeholders to coordinate and execute the needed close out and orderly transfer of the beneficiary clients and accounts to new fiduciaries. Approximately 1,400 accounts were successfully reassigned to new fiduciaries.



The USMS held a two-day live auction in Sparta, Tennessee with more than 5,000 people in attendance to sell tractors, trucks, trailers, farm equipment, and tools in the court-ordered sale of a tractor supply company.

**Seizing assets derived from wire fraud and money laundering:** The USMS, in collaboration with the FBI, coordinated the identification, seizure, and inventory of more than 10,000 items of a tractor supply company in White County, Tennessee. The company owner pled guilty to wire fraud and money laundering which defrauded more than 50 investors in the Middle District of Tennessee, and the court then ordered the USMS to sell the assets. The two-day onsite auction was one of the most widely attended USMS auctions ever with more than 5,000 people in attendance, 1,000 registered bidders, and more than \$1.5 million in sales proceeds.

**Conducting forfeiture financial investigations:** During FY 2017, the USMS directly identified \$8.2 million in assets to be targeted for forfeiture, contributed to the investigative efforts of \$44.2 million dollars in assets subject to forfeiture, and assisted the U. S. Attorney’s Offices in defeating third party claims against \$3.1 million in assets. Through cash payments, established payments plans, and identified assets to satisfy outstanding forfeiture money judgments, the USMS was able to collect more than \$14.8 million in money judgment cases. This amount includes a \$6 million collection towards the outstanding forfeiture money judgment against a former NFL player and his associate who defrauded investors of millions of dollars by claiming that the funds would be used to back high-interest, short-term loans to professional athletes through their Massachusetts-based company. This investment scheme took in more than \$35 million by making fraudulent loans to professional athletes.

**Ensuring proper training in asset forfeiture:** The USMS trains its asset forfeiture employees at the Asset Forfeiture Academy, though the academy is available for all agency training events. In FY 2017, a total of 264 agency asset forfeiture personnel participated in one or more of 11 classes provided by the academy. An additional eight training events supported more than 300 trainees from USMS divisions and DOJ AFP stakeholders. The agency also completed a year-long project to update the online elements of its curriculum from stand-alone recorded webinar videos and online quizzes into a cohesive, 10-module online orientation to asset forfeiture work. The USMS continues to more closely manage and track use of the academy to ensure maximum utilization. Beginning in FY 2018, this process will be made easier with the launch of the agency’s new training request management system that will house the Asset Forfeiture Academy’s training calendar along with all USMS training facility calendars. The training request management system will allow course planners to identify and reserve available training space across all training facilities.

**Expand collaboration between AFP and international law enforcement partners**

**Building stronger forfeiture partnerships:** The USMS has continually worked with Jamaican officials and the DOJ’s Money Laundering and Asset Recovery Section to establish procedures to manage and dispose of U.S. forfeited property located in Jamaica. After two years of negotiations and discussions, in

SEIZURE OF VULNERABLE ASSETS

The USMS continues to actively participate in the DOJ’s animal fighting case initiative. FY 2017 cases resulted in the seizure of 356 dogs in 5 states, the District of Columbia, and Puerto Rico. The majority of forfeited dogs are able to be placed for adoption through different animal welfare associations.

June 2017, this collaboration led to the adoption of changes to Jamaican government policy framework and processes, creating procedures to manage, transfer, and liquidate property located in Jamaica that is forfeited in the United States. These significant changes are an important tool that will allow the first United States forfeited property in Jamaica to be liquidated.

**Assisting foreign countries in asset forfeiture operations:**

USMS participation in the Camden Assets Recovery Interagency Network, Latin America Financial Action Group Asset Recovery Network, and Asset Recovery Interagency Network Caribbean led to 73 requests for assistance to identify foreign assets located in the United States. These

networks are informal contacts and groups that focus on all aspects of confiscating the proceeds of crime within their respective regions. Owners of these assets had committed crimes such as abuse of office and corruption, drugs, fraud, money laundering, illegal practice of medicine, weapons trafficking, illegal transfer of parts of engine for military, illicit trafficking in cultural goods, homicide, and Kleptocracy. The foreign requests led to the identification of numerous assets in the United States such as multiple properties in Florida, Georgia, California, Nevada, Maryland, and New York, numerous high-end vehicles, and two retirement plans.

**Strengthening international asset forfeiture capacity:** The USMS assisted international asset forfeiture operations by conducting training on the forfeiture process, to include Asset Management Training in Oman, El Salvador, Guatemala, United Arab Emirates, and Egypt. The USMS hosted foreign nationals at several USMS Asset Forfeiture training courses, including several Jamaican Financial Intelligence Unit Officials attending a Business of Forfeiture training.

INTERNATIONAL ASSET FORFEITURE ACTIVITIES

The USMS international asset forfeiture caseload includes 75 active cases in 31 countries. In FY 2017, the USMS opened 52 new cases and closed 26 cases. Of the 75 active cases, 19 are foreign requests for assistance with assets located in the United States and 56 are cases with assets identified overseas.

# GOAL 3: NATIONAL DETENTION OPERATIONS

TO PROVIDE FEDERAL PRISONER SECURITY, DETENTION, CARE, AND TRANSPORTATION



**USMS detention operations ensure the functioning of the federal judicial system by producing federal prisoners for court appearances. Production of federal prisoners requires housing, care, and transportation, as well as protection while in USMS custody. The agency continues to execute its detention operations mission more efficiently and effectively as a result of investments in information sharing and case management, contract improvement and monitoring, training, and automation of key records.**

## MISSION: PRISONER SECURITY, DETENTION, AND CARE

The Prisoner Security mission is a complex and multi-layered function, both in scope and execution. The USMS is responsible for national operational oversight of all detention management matters pertaining to individuals remanded to the custody of the Attorney General. The USMS ensures the secure care and custody of these individuals through several processes to include providing sustenance, ensuring secure lodging and transportation, evaluating conditions of confinement, providing medical care deemed necessary, and protecting civil rights through the judicial process.

The FY 2017 detention population declined from its FY 2016 levels. This 1.7 percent decline continues a five-year downward trend and is explained by fewer prisoners received for immigration offenses along the southwest border.

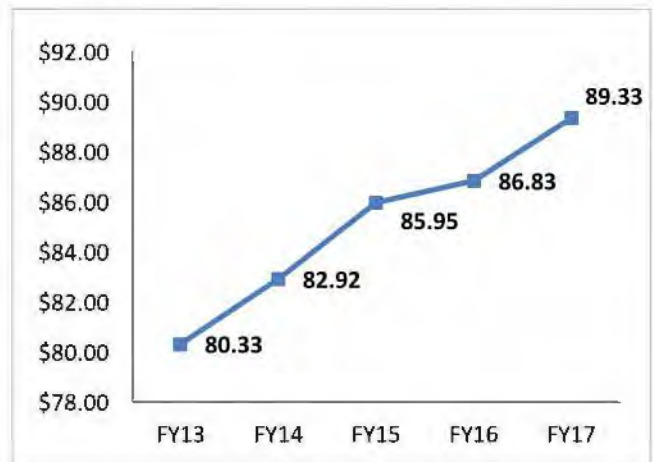
**MISSION PROGRAM DATA**

**Figure 11 – Average Daily Prisoner Population**



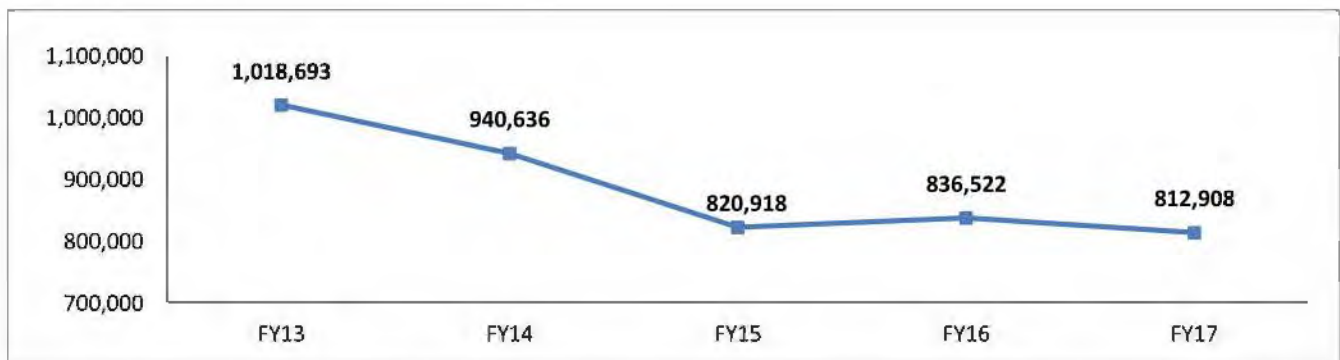
To house the USMS population in FY 2017, the USMS maintained a balanced approach to detention by housing 19 percent of prisoners in BOP detention facilities with beds specifically allocated for USMS use, and 18 percent of prisoners in private facilities under direct contract.

**Figure 12 – Per-Day Detention Costs (in dollars)**



The per day per capita detention cost was \$89.33 or 1.45 percent above the projected level of \$88.05 and 2.9 percent above FY 2016 costs, for all facility types. Aside from jail costs, the rate also includes detention services (in-district transportation and medical), which decreased by 13.8 percent. Reduced population levels resulted in an inability to reach greater economies of scale available with larger population levels.

**Figure 13 – Prisoners produced for required events**



In FY 2017, prisoner productions were 2.4 percent below the projected level and 2.9 percent below FY 2016 productions. The decrease in prisoner productions was primarily due to fewer prisoners received for immigration offenses.

**Table 3 – Per Diem Rate Paid by Facility**

Performance Measure	FY16	FY17
Total	\$81.13	\$83.54
InterGovernmental Agreement (IGA) Total	\$70.94	\$72.06
State and Local	\$73.33	\$73.67
Private, Indirect	\$64.36	\$67.05
Private, Direct	\$115.85	\$122.78

The USMS held the per day, per capita jail cost to 2 percent above the projected level for all facility types and 3 percent above the FY 2016 cost. The rate paid at private facilities was 12 percent above the projected level while the rate paid at IGA facilities was 0.5 percent lower than projected.

**Table 4 – Time in Detention, Prisoners Serving Imposed Sentences in USMS Custody**

Performance Measure	FY16	FY17
Prisoners with Short-term Sentences Released by USMS	40,901	32,129
<b>Days-in-Detention, Post Sentencing</b>		
30 days or less	28,051	21,954
31 to 60 days	7,679	5,651
61 to 90 days	4,081	3,480
91 days or more	1,090	1,044
<b>Average Detention Time (Days)</b>		
Pre-Sentence	7.9	12.0
Post-Sentence	27.6	28.6

An estimated \$80 million was expended to house prisoners post-sentencing. The USMS managed government resources efficiently by releasing 32,129 prisoners from USMS custody following short-term sentences. Prisoners serving short-term sentences accounted for 5 percent of the total USMS detention population. In FY 2016, this population decreased by 18 percent with a corresponding 13 percent decrease in the cost of housing short-term prisoners. Similar to FY 2016, 83 percent of the prisoners released following short sentence expiration were arrested for immigration offenses.

**Table 5 - Prisoners Received: By Offense**

Performance Measure	FY16	FY17
Total	195,656	185,547
Violent	10,294	12,019
Property	13,028	12,723
Drugs	25,846	25,438
Weapons	9,056	10,425
Immigration	68,690	58,249
Other New Offenses	13,695	13,418
Supervision Violations	26,183	27,235
Material Witness	5,636	5,706
Writs, Holds, Transfers	23,228	20,334

During FY 2017, the number of prisoners received by the USMS was 185,547 or 5.2 percent prisoners less than FY 2016. The number of prisoners received for immigration offenses decreased by 15.2 percent; weapons offenses increased by 15.1 percent; supervision offenses increased by 4.0 percent; and drug offenses decreased by 1.6 percent.

**Strategic Objective: Enable districts to resolve detention issues by improving data collection and creating performance measurement tools**

The USMS will develop systems that provide assessment and planning data and automated tools to assist districts with managing complex detention problems. These systems will collect and display real-time, accurate information on detention costs and available federal, state, and local bed space to resolve potential problem areas swiftly and at the lowest level.

**Define and develop the requirements to transition to a National Detention Operations Information Network**

**Ensuring better information sharing:** The USMS developed and deployed a prisoner operations intranet site to improve headquarters and field access to detention operations information and to facilitate information sharing and collaboration. The new site provides easy access to relevant detention information, including real-time, accurate information on costs and available federal, state, and local bed space. This knowledge management portal is a first step in transitioning to a national detention operations information network.

**Building mission critical case management modules:** As part of the agency's efforts to build an enterprise case management system, a number of modules pertaining to the prisoner operation mission were developed. These modules will provide greater functionality for detention related activities such as intakes, custodies, productions, and transportation. Specific modules developed include all movement requests, eSign of prisoner remands, BOP and IGA facilities access to manifests, district standardized booking forms, standardized juvenile e-records, and fingerprinting.

**Develop defined business practices with BOP to better track, manage, and utilize federal detention space within BOP**

**Improving detention contract management:** The USMS improved detention contractor performance by establishing an on-site detention contract monitoring program staffed by full-time professional detention contract administrators in districts where USMS uses private detention facilities to house prisoners. The detention contract monitoring program will result in better trained contracting officer's representatives in detention matters and improved contract service.

**Improving conditions of confinement:** The USMS revised the Federal Performance-Based Detention Standards to incorporate DOJ's guiding principles outlined in "Report and Recommendations Concerning the Use of Restrictive Housing." Additionally, the agency developed the restrictive housing module within the Detention Services Network eIGA System for use by state, local, tribal, and territorial detention service providers to report basic information regarding the use of restrictive housing for USMS prisoners and to monitor compliance with new restrictive housing guidelines.

**Strategic Objective: Implement innovative business practices to streamline detention operations**

The USMS will improve prisoner processing time and reduce redundancy through better data sharing.

EXCHANGING DATA ON FOREIGN-BORN DETAINEES

In support of Executive Order 13768 (January 25, 2017), "Enhancing Public Safety in the Interior of the United States," the U.S. Marshals Service began providing ICE with booking data on all foreign-born detainees to better facilitate the identification, detention, and removal of criminal aliens. After receiving this booking data, ICE then verifies the detainee's nationality and criminal history to determine if a detainer is warranted. To meet this data exchange requirement, USMS developed an automated process to securely transmit detainee data real time to ICE. Since the commencement of this data exchange, the agency has transmitted more than 32,632 records to ICE.





A DUSM secures a federal prisoner for transport to federal court.

**Assess the feasibility and cost effectiveness of implementing strategically sourced detention services**

The USMS conducted a comprehensive review of its restraint policies and procedures, and as a result of this review, developed scenario-based guidance on the minimum requirements for restraining prisoners. This review included guidance on the maximum restraints necessary to secure special population prisoners and direction to document deviations from the standard. This review also included changes in how the USMS will collect and analyze the type and amount of restraints purchased in order to establish proper accountability and ensure appropriate spending.

**Strategic Objective: Provide adequate medical care in the most effective manner**

The USMS will develop an electronic system to support the various aspects of the National Medical Care Program to alleviate workload and improve efficiencies.

**Develop cost effective solutions for the care of chronically ill patients** The USMS re-competed and awarded a \$29.7 million, 10-year National Managed Care Contract to a Service-Disabled Veteran-Owned Small Business. This new contract includes an automated claims recoupment process that will enable the USMS to recover provider overcharges faster and give the agency the ability to scan and forward claims electronically while continuing to ensure USMS prisoners receive uninterrupted and medically necessary health care.

**Strategic Objective: Transition to a National Detention Program**

Using a systematic method to conduct a business reengineering of detention management processes, this effort will result in an organization with business processes that preserve the integrity of the federal judicial process by administering the Federal Detention Management System and establishing national detention policy.

**THE 2017 FEDERAL 100**

John Scalia, Chief of Forecasting and Analysis, Prisoner Operations Division, made the 2017 Federal 100 winner's list, which spotlights and celebrates accomplishments of individuals in the federal workforce. Scalia was highlighted for his work in creating money-saving models for the U.S. Marshals Service. USMS pays a per diem for every bed occupied by a prisoner, which has resulted in a significant strain on its budget and its ability to deliver cost-effective services. Scalia used advanced analytics and modeling to help the Federal Prisoner Detention program make strategic decisions that are delivering significant results: \$211 million in historical cost savings and an annual anticipated avoidance of \$46 million. His analyses also established a framework for reducing detention spending by consolidating prisoners into lower-cost facilities, increasing capacity and streamlining transfers.



DUSMs escort a federal prisoner to a court hearing.

**Enhance detention management and forecasting capabilities**

**Addressing prisoner record and cellblock security deficiencies:** The USMS revised its cellblock policies, procedures, and forms to better address prisoner record and security deficiencies. This effort consolidated 15 subordinate cellblock policies into four policies covering operations, administration, legal documents, and prisoner searches plus one general operations publication to be used as a reference document for protocols and nuances often encountered when providing prisoner and cellblock oversight. Concurrent with this policy update and consolidation, the USMS developed 21 distinct SOPs that provide districts with the best business practices to achieve cost effective, safe, secure, and humane prisoner confinement.

**Automating prisoner notices and reports:** The USMS developed and deployed an automated version of the prisoner custody alert notice and the prisoner restraint variation report. The automated prisoner custody alert notice reduces the duplication of effort and the margin of error in critical information reporting. Specifically, the new version addresses special handling requirements, detention facility signatures, prisoner name and number, and synchronizing other prisoner data with the USMS detainee information system. The automated prisoner restraint variation report provides leadership with better oversight over restraints used for special population prisoners such as pregnant prisoners, as well as the use of less-than-lethal devices and prisoner restraint chairs.

<b>MODIFYING IGAS</b>	<p>The USMS modified more than 900 IGAs to ensure state, local, tribal, and territorial detention service providers complied with new guidelines when housing USMS prisoners.</p>
---------------------------	---

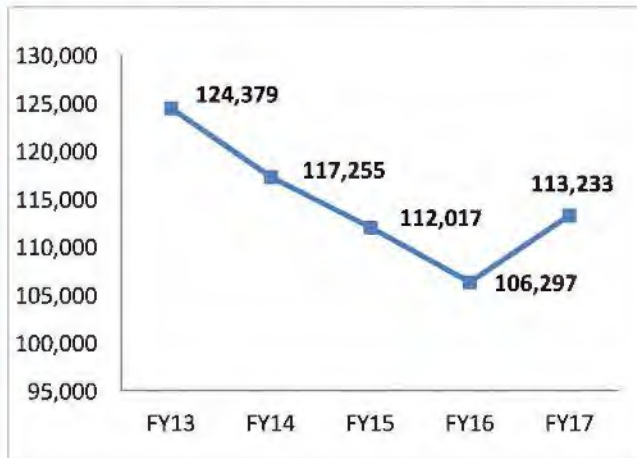
**Develop a national emergency response framework** The U.S. Marshals Service improved detention facility emergency situation monitoring and reporting by updating policies and procedures to establish roles, responsibilities, and SOPs. These updates strengthen prisoner evacuation coordination in the event of regional or national disasters. These updates include modifications to the IGA and private facility inspection checklist so facilities have written contingency/emergency plans identifying primary and alternate evacuation sites when emergency prisoner relocation is needed.

## MISSION: PRISONER TRANSPORTATION (OUT OF DISTRICT)

The USMS transports prisoners to support the federal judiciary and the BOP. The agency also provides prisoner transportation to state and local law enforcement agencies and other federal agencies, including the military, on a space-available basis. Within the USMS, the award-winning JPATS program manages the coordination, scheduling, and secure handling of prisoners in federal custody, transporting them to detention facilities, courts, and correctional institutions across the 94 judicial districts through a network of aircraft, cars, vans, and buses.

**MISSION PROGRAM DATA**

**Figure 14 – Requests to transport prisoners by air or ground**



The increase of movement requests were primarily due to deactivation of BOP private facilities and hurricane relief missions.

**Figure 15 – Transportation Unit Costs (in dollars)**



Although movement requests were up, transportation unit costs were contained through effective cost containment strategies

### Strategic Objective: Optimize the prisoner transportation network

The USMS will develop solutions to improve data systems integration which will minimize inefficiencies, and develop business rules, and implement systems to ensure the efficient use of ground and air transportation.

#### Develop and implement a methodology to enable more effective and equitable district transportation resource allocation and management

**Improving guard and transportation service contracts:** The USMS improved the procurement and oversight of district guard and transportation service contracts by consolidating all such contracts under a single national Blanket Purchase Agreement using a standardized performance work statement. When awarded, the Blanket Purchase Agreement will result in better contract monitoring oversight and competitive pricing.

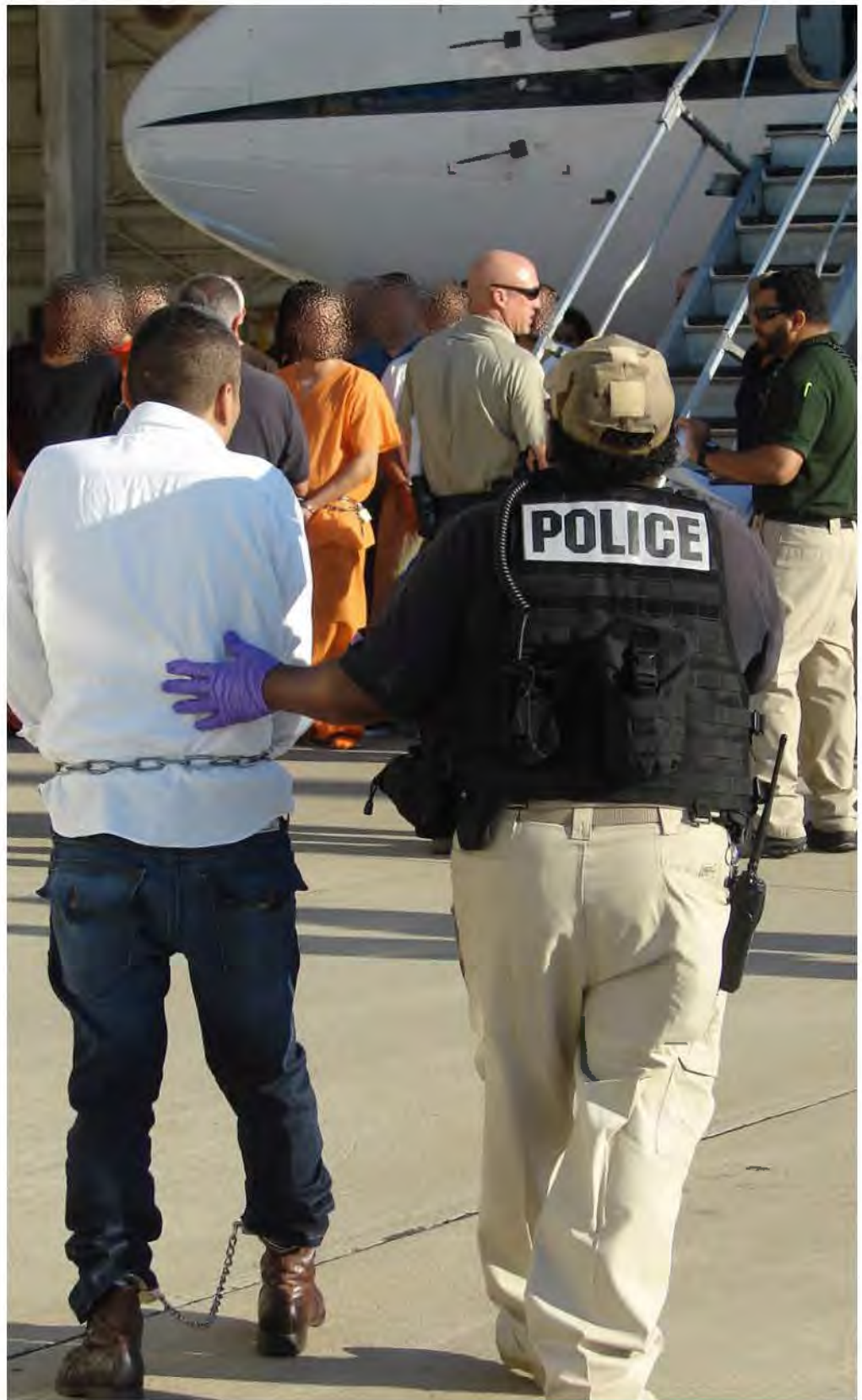
**Improving administration of guard transportation contracts:** The USMS conducted a comprehensive review and assessment of its guard transportation contracts and associated policies and procedures. Based on this review, the agency implemented innovative contract administration and management controls, new guard contracting officer's representative training, contractor performance monitoring standards, and a quality assurance surveillance program to ensure assessment deficiencies were corrected.

**Extend JPATS automation and data transfers to further streamline transportation** The current prisoner movement procedures require paper documentation for the prisoner travel packet. In FY 2017, the USMS deployed a movement packet proof of concept application that will streamline the upload, verification, and transfer of this paperwork. The movement packet platform, hosted within the BOP Government Cloud environment, was created to replace the BOP's current movement request submission system and digitize

prisoner paperwork. The movement packet improves prisoner data accuracy by auto-populating data, streamlines movement requests by automatically displaying prisoner designations in movement officer inboxes, and uses BOP's single sign-on capabilities. The success of this proof of concept validates the technology and will allow the USMS to further develop the movement packet to produce prisoner paperwork, provide interface with the USMS case management system, integrate digital signatures, and use biometric data for prisoner verification.

**Optimize JPATS transportation operations, including scheduling, airlift security and transfer operations, and interagency structure**

The U.S. Marshals Service conducted an extensive study of perimeter security procedures at airlift sites and across the national transportation network to identify enhancements that would increase its protective posture, raise threat awareness, and reduce risk. Agency improvements include: significant revision to perimeter security SOPs, improved tactical gear and automatic weapons procurement, quarterly and annual tactics training, and orientation and awareness training for non-law enforcement officer crew members. Additionally, daily prisoner and threat information was integrated into the morning pre-



Aviation security officers escort prisoners aboard a prisoner transport plane. The USMS uses planes to transport prisoners across federal judicial districts.

mission briefings and made available to security personnel via their iPads. Together, these enhancements provide a heightened sense of threat awareness and a more robust security posture to ensure improved officer and crew member safety.

**Develop a strategy to reduce choke points during in-transit prisoner moves to include an assessment of ground transportation hubs**

**Validating current and potential airlift sites and routes:** In FY 2017, the agency assessed and revalidated its current and potential airlift sites and routes. It also developed a formal, standardized process to initiate and complete an airlift site assessment. This process ensures the regular revalidation of aviation, security, and business considerations, and provides agency partners with a method to request changes with complete transparency.

**Improving USMS response to bed capacity issues:** To more efficiently conduct prisoner transfers and ensure prisoners are not held in USMS custody longer than necessary, the agency initiated a project to enhance its scheduling and routing software suite with integrated BOP facility data. Specifically, the USMS extended the system’s user interface to allow input of bed space availability and planned release information for facilities that are near full capacity. This information is now used by the system’s routing and scheduling planning module to automatically limit the number of deliveries to these facilities. The results can also be used to track and show where the transportation network is experiencing bottlenecks. Together, these enhancements improved the agency’s ability to respond to bed space capacity issues, more rapidly coordinate prisoner transportation from USMS to BOP custody, and limit the time that prisoners spend in USMS custody after designation.

**Strategic Objective: Conduct an assessment to determine the potential value of JPATS expanding government transportation requirements and formalizing expanded services**

JPATS will conduct an aviation operations needs assessment across DOJ and with other federal agencies to determine the viability and scope of offering JPATS award-winning services.

**Formalize a standard training program that addresses the unique requirements of the JPATS mission**

**Developing a formal JPATS aviation personnel training program:** The U.S. Marshals Service developed and implemented aviation-related training across all JPATS specialties. This training is designed to professionalize the workforce and meet the International Standard for Business Aircraft Operations audit training requirements. The agency reviewed its training methods to ensure

SUSTAINING USMS MOVEMENTS WHILE SUPPORTING DEACTIVATION OF BOP PRIVATE FACILITIES

In FY 2017, the U.S. Marshals Service’s JPATS supported regular BOP transfers and several private detention facility deactivations while maintaining a consistent prisoner movement flow. The agency was able to provide such support without impacting its other operations by employing all three Boeing 737 airplanes and surge crews simultaneously.

Most notably, JPATS supported the deactivation of two correctional facilities within a six-week time constraint. During this six-week period, JPATS conducted 1,999 movements (1,486 by air and 513 by ground), 1,207 movements above the regularly scheduled flights.

The timely and efficient deactivation of these facilities was due to the extraordinary coordination among BOP liaisons, prison transportation specialists, the Federal Transfer Center, and JPATS Management and support staff, along with the patience and cooperation of the USMS Prisoner Operations Division.



The Boeing 737-400 (pictured) is one of three 737 prisoner transport planes owned by the USMS.

documentation complied with Federal Aviation Administration requirements. The review identified best practices for maintenance and personnel scheduling resulting in a formal training program. Finally, JPATS was able to expand quarterly stand-down day training to all aviation functional areas.

**Strengthening JPATS aviation and security personnel training:** The agency implemented a number of training initiatives related to its JPATS Aviation program. For JPATS pilots, an innovative application for recurring pilot training was implemented to allow advance preparation for quarterly training sessions. The agency also developed its first course for training new aviation enforcement officers. The course's curriculum serves as the basis for standardizing new employee training and adheres to USMS policies and procedures. Finally, the agency formalized and implemented a modernized automatic rifle training plan with advanced rifle instruction for aviation enforcement officers and aviation security officers. In July, 2017, the agency procured additional automatic rifles for security operations personnel to augment the existing weapons inventory and enhance operational capability.

# GOAL 4: SAFETY OF LAW ENFORCEMENT PERSONNEL

TO PROMOTE OFFICER SAFETY AND PROVIDE EFFECTIVE SUPPORT DURING DOMESTIC AND INTERNATIONAL EMERGENCIES



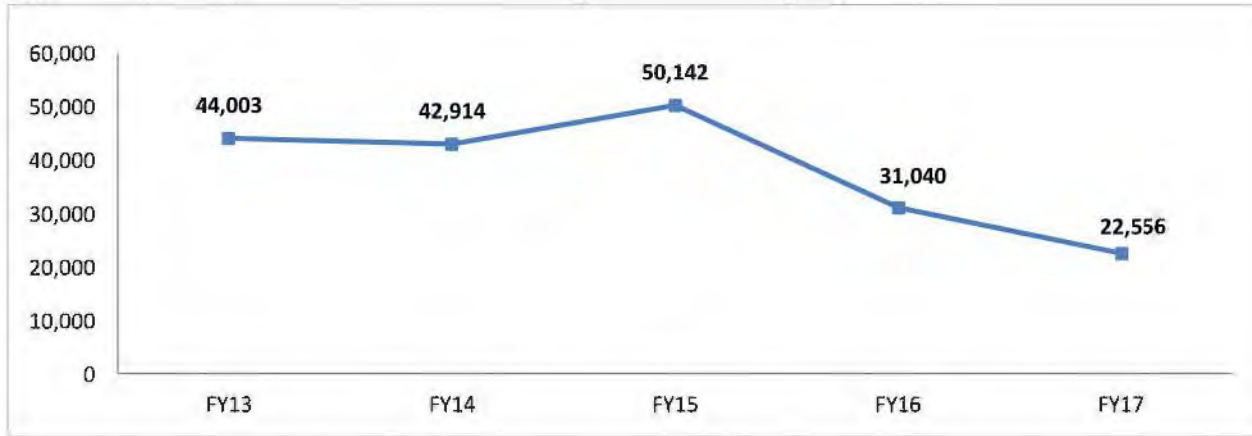
**Deputy U.S. marshals contend with ever-present threats to their safety while executing the agency's operational missions. From courthouse protection to prisoner handling, from fugitive apprehension to serving federal summonses, DUSMs must be physically and mentally prepared to mitigate threats and respond to potentially life-threatening attacks. In FY 2017, the USMS continued to make significant strides in ensuring its operational personnel possessed the most advanced officer safety training and equipment, as well as the proper medical and technological capabilities to support emergencies.**

## MISSION: LAW ENFORCEMENT PERSONNEL SAFETY

USMS protective, investigative, and detention missions place operational personnel, along with various law enforcement partners, in situations with a potential for violence. Ensuring the safety of law enforcement personnel and America's communities is paramount to the agency.

**MISSION PROGRAM DATA**

**Figure 16 – Special Operational Hours Dedicated to High-Threat and Emergency Situations**



In FY 2017, the Special Operations Group supported districts with operational planning, high-threat warrant execution, and an operational and vulnerability assessment for a future high-profile trial. Additionally, the group deployed armored vehicles to assist with protective and fugitive apprehension operations. This fiscal year, the group conducted its first selection class since 2012. The course's rigorous requirements resulted in a 46 percent graduation rate.

**Table 6 – USMS Officer Safety Training Statistics**

USMS Courses	DUSM	Non-USMS	Total Trained
High-risk fugitive apprehension (HRFA)	166	125	291
HRFA Human Performance	41	-	41
Firearms Instructor Training Program	44	-	44
Less-than-Lethal Instructor Training Program	47	-	47
Tactical Pistol and Rifle	57	41	98
Tactical Training Officer	27	-	27
Tactical Task Force Officer	-	45	45
Total	382	211	593

### Strategic Objective: Mitigate the risk to DUSMs and ensure the level of readiness for the mission

To maximize risk reduction, the USMS must ensure consistency when communicating standardized approaches to apprehension in all scenarios and reinforce this message in all policies, procedures, and tactical training.

#### Review existing policy and procedures and identify gaps and actions to address officer safety

**Mitigating risks to officer safety during prisoner transport:** To mitigate risks associated with prisoner transportation operations and increase officer and employee safety, the USMS completed a review of all policies and procedures for transporting prisoners in an aviation environment. The USMS also implemented several initiatives from the review, such as upgrading the aviation safety management system to report and track incidents that occur during operations, and updating occupant emergency plans, security and prisoner scheduling SOPs, and the cabin crew manual. Finally, to sustain risk mitigation strategies long term, aviation



employees conducted officer safety and tactical training, implemented an aviation crewmember orientation program, and created a tactical training program for contracted aviation security officers.

**Mitigating risks to officer safety in judicial security operations:** The agency conducted a comprehensive review of its judicial security policies and updated several to eliminate inconsistencies and inefficiencies. Policies and procedures were revised to bring clarity, precision, and currency to the body of USMS Policy Directives that guides and governs judicial security activities. Judicial security personnel also led the agency-wide initiative to establish interim guidance on conducting online investigations.

**Establish a formalized long-term safety training program**



DUSMs train to apprehend high-risk fugitives.

In FY 2017, the agency offered two HRFA courses to U.S. marshals and chief DUSMs. These critical training events provide district leadership with the opportunity to experience first-hand the same training operational personnel have been attending since 2011.

**Advancing officer safety through training:** In FY 2017, as part of a Deputy Attorney General initiative, the USMS established a formal, long-term safety training program to mitigate risk to operational personnel. The program provides training, funding, and sustained coverage for tactical training officers; an advanced training program on HRFA; access to live-fire ranges; and a resource strategy for armor/protective equipment requirements.

**Strengthening decision making during high stress situations:** The U.S. Marshals Service implemented a new course, HRFA Human Performance, designed to teach DUSMs to enhance decision making, skills, and overall performance under stress. In this course, DUSMs are immersed in repetitive stressful scenarios and given mission specific tasks to complete. Repetition allows the officer to critically review previous responses and employ a more effective solution with each subsequent scenario. As a result of this training, the officer should be able to quickly employ the most effective response during an incident. The first two classes certified 41 tactical training officers as HRFA Human Performance Instructors.

LESS-THAN-LETHAL DEVICES EVALUATION

The USMS evaluated additional Less-than-Lethal devices to be considered for authorized agency use. Representatives from across mission areas evaluated impact munitions and launchers, inertia initiated diversionary devices, fuse initiated diversionary devices, OC Vapor Aerosol Grenades, and smoke. The use of these devices could significantly impact and improve officer safety across all USMS program areas.

**Prioritizing officer safety training and equipment:** The agency provided funding to more than 50 districts to fulfill requests for equipment, travel, and instructor training related to officer safety. One of these requests came from the District of Puerto Rico, which sought HRFA training for its 38 DUSMs and Task Force Officers. Following the week-long course, instructors remained in Puerto Rico to support enforcement operations. These additional resources allowed the district to expand its enforcement capabilities and provided the new HRFA graduates an opportunity to practice skills learned during the course under the mentorship of HRFA instructors, further reinforcing the peer-to-peer style of instruction that makes HRFA so successful.

**Securing funding for critical officer safety equipment:** In FY 2017, the agency received additional base funding to replace approximately 1,787 sets of body armor. Replacement ensures all USMS operational personnel have body armor within the manufacturer's warranty period. In addition to replacing all outdated body armor, a cyclical replacement plan was developed to ensure that currently issued and warrantied body armor is replaced throughout the 5-year warrantied lifespan. The agency also received funding to resume replacement of agency stun guns. Currently, 552 Taser X26Ps were distributed to 15 districts, in addition to providing a Taser to each recent graduate of the Basic DUSM course. Every operational employee in the agency will be issued a Taser X26P, which will replace the previous model that will not be serviceable after FY 2019.

## MISSION ACHIEVEMENT THROUGH SPECIAL DEPUTATIONS



Each year, the U.S. Marshals Service grants special deputations to federal, state, local, and tribal law enforcement agencies to enhance the agency's ability to conduct protective and investigative operations. In FY 2017, more than 1,700 such agencies and MOU partners participated in the USMS's Special Deputation Program, including members from all 15 Executive Branch departments, the Smithsonian Institution, the Library of Congress, the National Science Foundation, the World Bank, and the International Monetary Fund. Virtually all special deputies are sworn law enforcement.

This fiscal year, the agency reviewed and processed 11,779 special deputation applications, 3,536 of which came from 60 group applications to support USMS districts and regional fugitive task forces. Additional deputations were approved for 188 applicants from the Department of State and 6 applicants from the World Bank and International Monetary Fund. These special deputies also supported the 58th Presidential Inauguration and Super Bowl LI. For inauguration day weekend, more than 3,600 law enforcement personnel from around the country provided a uniformed and plainclothes police presence. Six days later on January 26, 2017, 60 deputized K9 Handler teams provided explosive detection canine support at Super Bowl LI.

**Teaching skills to protect witnesses:** The agency trained 92 percent of field operations inspectors in surveillance avoidance skills essential to protect inspectors and witness security program participants from individuals and organizations that wish to harm participants for cooperating with the government. Additionally, witness security inspectors received intensive tactical training at the USMS Special Operations Group Training Center and participated in real-world protection scenarios. These inspectors also shared their skills and expertise by providing specialized protective operations training to USMS employees assigned to protect the Secretary of Education.

**Expand the agency’s medical response capability and ensure adequate medical support for the USMS mission**

**MEDIC TRAINING**

In FY 2017, the Operational Medical Support Unit trained all medics in the proper usage of Narcan, a drug currently carried by all operational medics in the field in order to reverse an opioid overdose.

In FY 2017, the agency provided medical support to numerous high-profile security details and conferences, high-risk warrant operations, high-threat prisoner transports, training events, and domestic and international extraditions. Numerous programs within the USMS use the Operational Medical Support Unit to mitigate risk and to support mission requirements. For example, the unit provided medical coverage at 135 judicial conferences, 81 U.S. Supreme Court Justice protection details, and 25 Deputy Attorney General protection details. It also provided hundreds of hours of medical coverage for nine international extraditions and five domestic extraditions. A total of 140 patients were treated as a result of this operational medical support.

To more effectively manage the increasing number of requests and program requirements for operational medical support, the agency added a full-time supervisor.

**Strategic Objective: Develop a communication strategy to provide all operational personnel with the ability to communicate during mission related activities**

The USMS maintains a unique, extensive cache of deployable communications equipment to support national security events and U.S. Government responses to critical incidents. In addition to legacy Land Mobile Radio communications, the USMS is a leader in the use of emerging technology in modern communication and interoperability.

**Ensure sustainable tactical communication and network functionality and delivery of services**

**Modernizing tactical communications and surveillance networks:** An assessment of the Marshals Service Communication Application Network and Asset Tracking Location and Surveillance System identified the need to replace aging hardware and upgrade the operating system and application software used for the networks, establish a backup network for the Marshals Service Communication Application Network, and replace the aging equipment used for the backup network of the Asset Tracking Location and Surveillance System. The agency created an inventory of aging hardware and software for the networks and uses this list as a lifecycle management cost tool to complete replacements in a series of budget-friendly stages. The list provides a 6-year end-of-life cyclical replacement schedule from 2017 through 2022 for an average yearly cost of \$1.2 million per year.

**Upgrading Mobile Command Centers:** To ensure effective mission support throughout the country, the U.S. Marshals Service replaced and upgraded critical communications systems in all Mobile Command Centers. The agency also added a wireless tunnel to ensure a direct connection to the USMS network is possible in urban environments when satellite connection is not available.

## MISSION: DOMESTIC AND INTERNATIONAL EMERGENCY SUPPORT

The USMS equips operational personnel with critical tactical communication capabilities, including equipment that is interoperable with federal, state, and local law enforcement partners. The USMS also ensures that procedures, systems, and resources, such as adequately trained personnel, are in place to allow for rapid response to national emergencies, crises involving homeland security, special assignments, and security missions.

### Strategic Objective: Ensure effective rapid response to emergencies and crises

To ensure an effective rapid response to emergencies and crises, the USMS will train and equip personnel who can travel at a moment's notice.

**Ensuring continuity of operations:** During FY 2017, the agency updated all continuity policy, plans, procedures, and training to ensure compliance with the new national continuity policy, PPD-40. These updated policy directives address significant incident reporting, continuity of operations plans, mission and organization updates, and continuity of operations training. Continuity of operations leaders successfully trained 68 continuity points of contact and senior leadership on the new policies to ensure rapid response to emergencies and crises.

**Procuring more advanced technology:** In FY 2017, the agency successfully identified and procured emerging and innovative technologies to securely track critical medical countermeasure material. Original GPS tracking devices were replaced with this new technology and these devices can now be viewed via software on the agency's network, including on USMS smartphones, which allows for real-time situational awareness, alert functions, and GPS tracking capabilities. The new tracking devices have been tested and validated on numerous vaccine shipments across the country en route to federal storage facilities. The new tracking capabilities further provide security for Strategic National Stockpile assets, properties, and materials when staging for movement or in transit.

**Enhancing medical countermeasure facility security:** To increase security, the agency installed five base station radios at key medical countermeasure storage facilities around the country. The base station radios have been tested and validated through operations-based exercises in conjunction with the Centers for Disease Control and Prevention's Office of Safety, Security, and Asset Management. The base

station radios increase command and control functions and enhance facility security by encrypting tactical communications and facilitating situational awareness among security organizations. Agency personnel also participated in full-scale interagency exercises designed to test site security officers' abilities to handle multiple threats, to secure Strategic National Stockpile facilities, and to provide casualty care in a stressful environment. A total of 10 entities and 97 participants were introduced to internal and external threats to the facilities during hours of limited visibility where the participants tested and validated mission areas of prevention, protection, and response.

**Ensuring operations in austere environments:** The agency procured five emergency response trailers to serve as mobile command posts for the Strategic National Stockpile mission. These mobile command posts allow senior inspectors to operate in a secure environment during national events and exercises, and are used for planning, law enforcement and truck driver briefing, driver vetting, shelter during inclement weather, and continuity of operations. Mobile command posts can operate independently in any austere environment.



USMS personnel train to secure Strategic National Stockpile facilities during this full-scale exercise.

# GOAL 5: PROFESSIONAL WORKFORCE

TO ENSURE PROFESSIONALISM AND ACCOUNTABILITY, AND PROMOTE INNOVATION IN THE USMS PROFESSIONAL WORKFORCE



Mission achievement is predicated on hiring a talented operational and administrative workforce, training that workforce to be mission ready, and ensuring compliance with agency directives. In FY 2017, the agency furthered its ability to more effectively achieve its missions by implementing competency-based hiring, establishing a Mathematical Sciences Fellows program, and building a more flexible system to hire its district detention workforce. The agency invested in a consolidated training request management system, offered distance learning opportunities, and provided better training for supervisors and managers. Its oversight of these, and all, mission areas was strengthened with a new case management system and a significantly revised self-assessment compliance guide which allows districts and divisions to assess their level of compliance with agency policies and proactively identify deficiencies.

## MISSION: PROFESSIONAL WORKFORCE

The USMS requires a professional workforce to accomplish its complex and varied missions. The agency workforce consists of approximately 5,200 employees, 74 percent of whom are law enforcement. Professional, administrative, and technical functions provide the necessary foundation to achieve the USMS Strategic Goals and Objectives, execute the mission, and manage a diverse workforce. The agency continues to assess organizational and business structures, evaluate the workforce composition, and ensure the right people with the required skill sets are in the right locations.

### **Strategic Objective: Pursue innovative solutions to redesign USMS positions and structure to meet current and future mission requirements**

The USMS will implement innovative solutions and transformational change to meet the needs of its mission. Specifically, the agency will explore innovative human resource solutions to allow for the future growth and flexibility of its workforce.

**Formally redefine Agency positions to meet current and future mission requirements** To meet its immediate data analytics mission requirements, the U.S. Marshals Service implemented the Mathematical Science Fellows Program, which is designed to allow the agency to attract and partner with experts in the mathematical sciences field. The USMS will hire, on a limited basis, term employees with these highly specialized skills and industry expertise. The Mathematical Science Fellows will develop processes and algorithms to assist in areas such as risk analysis, forecasting, and modeling, and will help the USMS describe, predict, and drive program performance. This hiring flexibility allows the agency to increase its effectiveness and innovation through the application of data analytics.

**Determine the type and location of operational and administrative personnel and the business structure in which they operate** USMS district offices face many challenges regarding detention enforcement, to include the distance between detention facilities and court, difficulty securing detention space for USMS prisoners, and sudden surges or decreases in prisoner populations. Multiple workgroups studied these and other issues to determine the most efficient and effective staffing model for this mission. Based on the recommendations from these workgroups, the agency developed a new staffing model to facilitate management of the detention workforce. This new model allows districts to individually determine the type of operational personnel (i.e., a contract district security officer, a detention enforcement officer, or a DUSM) to best meet their unique detention enforcement needs. By classifying detention enforcement resources in the same category, it allows districts to select the workforce resource that best meets their mission critical needs at that time. The model maximizes the flexibility of our Agency's limited resources while effectively accomplishes the detention enforcement mission.

### **Strategic Objective: Develop the workforce competencies that meet the current and future needs of the agency**

The U.S. Marshals Service will refine its capabilities by identifying the competencies and the resultant career paths to meet current and future mission requirements and ensure that a process is in place to select and promote the most qualified candidates.

### **Implement innovative hiring tools and assess and refine the selection and promotion processes to ensure positions are filled with the most qualified candidates**

**Designing better processes for evaluating candidates:** In FY 2017, the U.S. Marshals Service replaced the experience-based evaluation process developed in the mid-1990s and instead used live competency-based assessment exercises to fill its GS-1811-13 vacancies. This new competency assessment eliminates the time required by candidates and managers to write and evaluate lengthy experience statements. For the first time in the agency, competencies are now considered part of the rating and ranking process and are included prior to issuance of the Certificate of Best Qualified, ensuring that the best qualified applicants are those with the necessary skill set for advancement.

**Ensuring more efficient onboarding of new U.S. marshals:** In preparation for the change in administration in 2017, the agency in 2015 began to review its business processes that support U.S. marshals nominations and identified key issues and challenges. As a result of this review, the agency developed a customized SharePoint solution, complemented by the DOJ's sharing tool, to allow more efficient interaction across program management, U.S. marshal candidates, and USMS Leadership to receive, process, and transmit information and documentation. This streamlined approach simplified and improved the existing nominations process.

## APPOINTING U.S. MARSHALS



Since the creation of the U.S. marshal position in 1789, U.S. marshals have served as political appointees of the incumbent President of the United States. With each change in administration, the White House nominates and the U.S. Senate confirms up to 94 U.S. marshals, each representing a federal judicial district and reporting to the Director of the U.S. Marshals Service. A major component of this process is identifying, vetting, and investigating candidates.

The nominations process begins when the White House recommends candidates for U.S. marshal for the federal judicial districts. To be recommended, these candidates should meet the requirements established in the 2006 USA PATRIOT Act which call for college-level education and significant leadership and management experience in the administration of justice. Ultimately, a successful U.S. marshal candidate will have cleared reference checks, an ethics check, high-level interviews, and a full national security investigation in order to be nominated for U.S. Senate confirmation.

Once nominated, confirmed by the U.S. Senate, and appointed, U.S. marshals will begin their tenure by participating in the U.S. Marshal Introductory Training Program. This 38-hour program is designed to provide training focused on district matters to help the marshals successfully manage complex and high-frequency district tasks that present themselves soon after an incumbent takes office.

## MISSION: TRAINING AND DEVELOPMENT OPPORTUNITIES

A comprehensive training plan is an integral component for an organization to promote and ensure professionalism, accountability, and innovation. Through training, the USMS is able to address the needs of the organization and the needs of its personnel. The agency strives to identify employee needs and develop mechanisms to provide critical training, within the budget and resource constraints that exist in today's workplace.

### **Strategic Objective: Establish the Training Division as a Training Center of Excellence to further the advancement and standardization of USMS core competencies through a unified learning architecture**

The U.S. Marshals Service will centralize training to ensure its strategic approach to develop workforce competencies is achieved.

**Establish the process to determine Agency training needs, centralize oversight, and coordinate all agency training and utilization of assets** The USMS analyzed its Training Division business processes to determine training needs, establish certificate oversight, and coordinate all agency training and use of assets. It then determined the best technology solution needed to implement a training request management system. The agency is currently integrating this system with the DOJ Learning Management System which launched in FY 2017.

**Increase timely, cost-effective training opportunities for all employees** The U.S. Marshals Service developed a distance learning program that ensures training is delivered in a timely and cost effective manner. A team of e-learning development and management experts identified learning needs, applied governmental regulatory requirements, and developed SOPs that promote a baseline training development method and curriculum management. The new training structure allows the agency to develop USMS-specific courses to ensure proper professional development and the immediate training deployment on new policy or programs to mitigate risks or concerns. To date, more than 40 distance-learning courses have been developed or updated on such topics as civil rights and civil liberties, cyber security awareness, construction management, personnel recovery, and tactical radio training. Ultimately, when fully integrated with the DOJ Learning Management System, the distance learning program will maximize program management and service delivery.

**Create leadership and management developmental training for administrative and operational personnel** The U.S. Marshals Service is redesigning its professional development training programs to ensure continued agency and employee success. As part of the redesign, the agency is reviewing its supervisory and leadership training, external leadership training opportunities, mentoring and coaching opportunities, and its policies and procedures. In FY 2017, the DOJ Leadership Excellence Achievement Program reviewed the agency's leadership program and offered recommendations to strengthen the program. The agency will implement these proposed changes by developing a mentoring program for managers. The agency also developed and implemented a new training program to lead virtual teams by leveraging technology.

**Enhance partnerships and standardize international training** In FY 2017, the USMS provided training assistance to 19 countries, hosted 32 international courses, and provided training to more than 1,000 foreign law enforcement agents worldwide. As part of its international training platform, the agency formalized pre-deployment tactical training protocols for all members of the international training cadre. These protocols build on previous training initiatives to ensure the agency is fielding the most professional and best trained cadre of international instructors in the department. In FY 2017, the USMS trained 66 Colombian law enforcement officers in court security and firearms and 227 Mexican law enforcement officers in fugitive investigations, protective operations, and tactical skills.

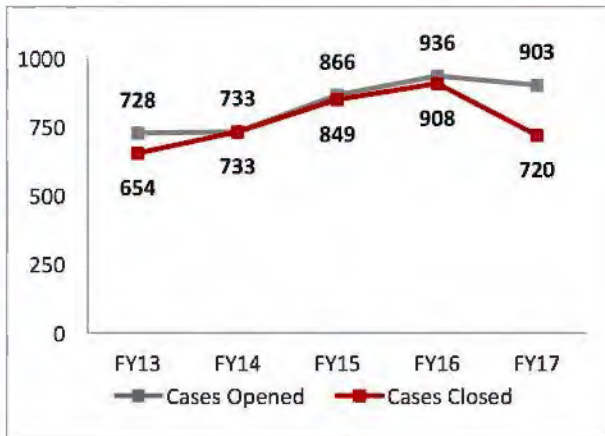


**MISSION: ACCOUNTABILITY AND INTEGRITY**

Accountability and integrity of agency programs, personnel, and financial activities are of the highest concern in the U.S. Marshals Service. Through the collective efforts of Internal Affairs, Compliance Review, and Discipline Management, the agency investigates allegations of misconduct and integrity violations, ensures compliance with USMS and DOJ policies and procedures, and provides effective advice and guidance to USMS management and discipline officials on adverse actions resulting from employee misconduct.

**MISSION PROGRAM DATA**

**Figure 17 – Internal Affairs Caseload**



**Figure 18 – Use of Force Incidents**

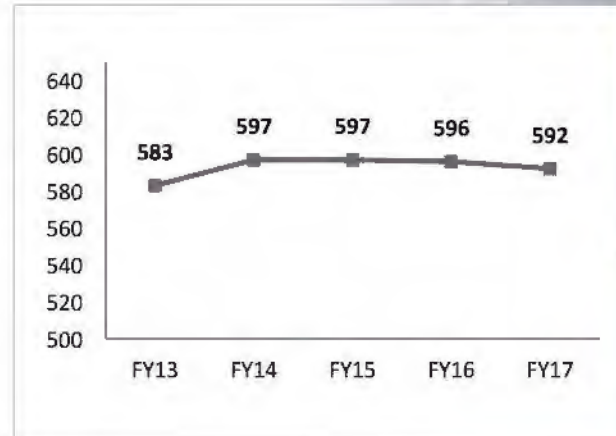
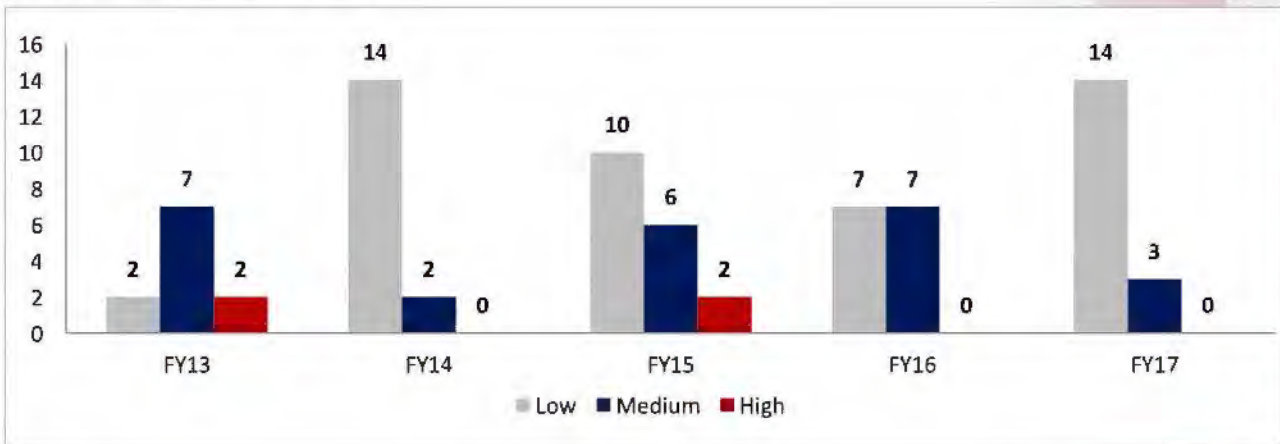


Figure 18 - A review of use of force reporting revised the FY13 total. The total presented in the FY 2016 annual report was 599.

**Figure 19 – Compliance Review Scores**



The USMS implemented a risk-based scoring process to enhance identification of problem areas. In FY 2017, the USMS conducted 17 compliance reviews during which not a single district or division received an overall score below 70 percent.

**Strategic Objective: Increase productivity, accountability, and compliance by refining employee management practices**

The USMS will ensure an efficient employee performance management system including clear performance work plans, a comprehensive and effective compliance review process, and an equitably administered disciplinary process.

**Refine the discipline process to ensure timely resolution and equitable implementation of disciplinary measures** In FY 2017, the USMS developed a new case management system for its Internal Affairs and Discipline Management branches. The new system automates manual processes for approvals, rejections, case disposition notifications, and case closures. The new case management system replaces two disparate databases that duplicated efforts, were not integrated, and required significant data entry to move data from one system into the other. The system is the agency's first to be built in a third-party commercial cloud environment and the first to use the agency's business process management framework. Further phases developing the case management system should allow the agency to manage its disciplinary actions and allegations of misconduct more efficiently, accurately, and consistently, while enhancing data analytics. The system's implementation serves to lay the foundation on which the agency's future business process management solutions will reside.

**Shift from a comprehensive compliance review process to a risk-based review process and automate the business process**

**Automating compliance review:** The Self-Assessment Guide (SAG) provides USMS districts and divisions with the information necessary to ensure compliance with applicable laws, regulations, policies, and procedures. However, IT systems supporting the SAG have caused substantial challenges and delays to workflow compliance testing, reporting, statistical analysis, SAG revisions, and corrective actions. In FY 2017, the agency analyzed critical business processes that comprise the SAG and developed new requirements to address existing issues, as well as provide data analytics and reporting capabilities not found in the current version. Developed using these requirements, the enhanced SAG will consolidate and analyze data from all 94 district SAGs and the 15 division/staff office SAGs and allow the agency to accurately identify non-compliance trends and patterns that place the entire agency at risk. To facilitate use of the new SAG, the agency conducted SAG presentations to senior leadership in 35 districts.

**Decreasing policy processing time:** The USMS reduced policy processing time by 30 percent in FY 2017. The quickest approval of a policy directive in FY 2017 took 32 days from submission to adoption. To help with policy processing, the agency developed a manual with instructions on developing and processing USMS policy directives which includes a style guide and policy tracker.

**Mitigating and investigating misconduct:** In FY 2017, the agency continued to proactively train supervisors and basic Deputy U. S. marshal candidates on integrity issues. These crucial training sessions raise awareness for managers to identify and prevent misconduct and provide a strong ethical foundation for new employees. Additionally, the agency aggressively analyzed the timeliness of investigations in relation to their complexity, and instituted enhanced awareness and tracking on cases requiring additional resources or cooperation from external partner agencies.

# GOAL 6: INFRASTRUCTURE DEVELOPMENT

TO DEVELOP A STRONG AND EFFICIENT OPERATING INFRASTRUCTURE BY MODERNIZING BUSINESS PROCESSES AND SYSTEMS



**In FY 2017, the USMS continued to invest significant resources in its infrastructure. In turn, these investments are allowing the agency to achieve its operational missions and serve as good stewards of taxpayer dollars. The agency’s attention to financial accuracy and efficiency, as well as its willingness to embrace new technology, makes it the DOJ leader in financial and procurement management. Its mobile workforce now has secure access to USMS networks and communications, regardless of location, as well as timely and helpful assistance in troubleshooting issues. The USMS also invested in the safety and security of its employees and infrastructure.**

## MISSION: FINANCIAL MANAGEMENT MODERNIZATION AND COMPLIANCE

USMS financial management encompasses budget formulation and execution, financial and accounting services, financial systems management and oversight, financial statement preparation, audit coordination, and procurement activities and compliance.

**Strategic Objective: Enhance the agency’s ability to obtain and manage resources supporting the USMS strategic mission requirements and strengthen audit processes to comply with budgetary and financial management requirements**

The USMS will reengineer the budget and financial business structure and practices to allow the USMS to achieve an unqualified opinion without material weaknesses or significant deficiencies. The USMS will enhance compliance with a systemic approach to meet evolving resource management requirements and federal financial management standards.

### Reengineer execution and accounting structures and processes to improve management and oversight

**Expanding procurement functions and services in the Austin Processing Center:** In March 2017, the Austin Processing Center expanded procurement support to include all 94 district offices, up from 66 districts at the beginning of FY 2017 and 33 districts at the beginning of FY 2016. In addition, the procurement center has gone from performing 13 percent of the total district contract action workload in the first quarter of FY 2016 to 56 percent in the 4th quarter of FY 2017. The center expansion reduces district procurement-related workload and contributes to greater audit readiness and overall improved agency compliance efforts. The U.S. Marshals Service created the center in May 2013 to provide financial and procurement oversight and support for districts.

**Standardizing financial accounting data to comply with the Digital Accountability and Transparency Act (DATA Act) of 2014:** The DATA Act aims to make federal spending data more accessible, searchable, and reliable. In doing so, it also serves as a tool for better oversight, data-centric decision-making, and innovation inside and outside of government. For the USMS, this means submitting quarterly data files to DOJ that provide detailed information about the agency’s contracts. These data files must comply with strict guidelines and pass through rigorous error checks, so it is essential for the agency to ensure the submission of timely and accurate data. As part of this effort, the USMS developed an extensive compliance program for data entered into the Federal Procurement Data System – Next Generation, which is the primary source of information for the DATA Act. This program includes a monthly data cleanup process and a daily reconciliation between the Unified Financial Management System and Federal Procurement Data System – Next Generation. The daily reconciliation also ensures that the USMS is compliant with the Federal Acquisition Regulation requirement to record all contract actions within three business days.

LEADING THE DOJ IN ALL ELEMENTS OF THE DATA ACT

In the August DOJ DATA Act Digest publication, the DOJ featured the USMS as its first ever Component Spotlight, highlighting the agency’s leadership in all elements of the DATA Act. In this initial year of DATA Act implementation, the USMS had a total of 5 errors out of 5,701 records, translating to a 99 percent+ “match rate.”

The DATA Act also requires Inspectors General to review and report on the completeness, timeliness, quality, and accuracy of the data and on the use of data standards. Upon completion of this review, the DOJ’s Inspector General reported the USMS compliance rates were the highest among DOJ reporting and components: 100 percent for completeness, 100 percent for timeliness, and 97.22 percent for accuracy.

**MITIGATING FINANCIAL MANAGEMENT RISK**

The USMS piloted a financial management risk report that provides district leadership with high-level metrics on financial management performance and identifies potential internal controls weakness early on thereby mitigating the risk of loss. Three districts participated in this FY 2017 pilot.

**Reengineer procurement structure and processes to better support the USMS mission and improve audits, realize cost savings, and streamline business processes**

**Modernizing personal services contract procedures:** The USMS transitioned its personal services contracts from paper-based to the online Unified Financial Management System. This changeover allows the USMS to track these contracts in one central location. It also strengthens internal controls by standardizing the process for these contracts across the agency, and reduces data entry errors by providing automated linkages with the Federal Procurement Data System – Next Generation. To facilitate this transition, the agency documented step-by-step procedures and trained contracting officers to prepare for a complete switch to the online system beginning October 1, 2017.

**Standardizing contracts for common purchases across the agency:**

Analysis of USMS procurement data has shown that division and districts throughout the agency purchase many of the same items throughout the year, often from common vendors. However, the contracts for these purchases are currently decentralized, and prices can vary significantly across offices. To boost time and cost savings, the agency identified opportunities to develop standardized agency-wide or regional contracts for these purchases to allow for consistent requirements and leveraged buying power. The first of these standardized contract vehicles is expected to be deployed in early FY 2018.

**Ensuring procurement compliance:** In May 2014, the Office of Federal Procurement Policy issued a policy memorandum requiring all civilian agencies to ensure warrant holders and individuals in the GS-1102 Contract Specialist job series receive Federal Acquisition Certification - Contracting by October 1, 2014, and provided an additional 2-year window to achieve compliance. As an agency with many warrant holders that did not have this certification, the U.S. Marshals Service undertook a project to complete the certification process for as many USMS warrant holders as possible before the compliance date and develop the future landscape of procurement authority. As a result of these efforts, the USMS was the only DOJ component to become 100 percent compliant within this two-year window.

**STRENGTHENING PROCUREMENT EXPERTISE IN USMS DIVISIONS AND DISTRICTS**

The USMS Office of Procurement enhanced its cross-agency collaboration in FY 2017 by offering its expertise during division interviews to hire new contract specialists in the GS-1102 job series. The Office of Procurement also partnered with three district offices to install GS-1102 Contract Specialists as part of the larger, long-term plan to provide dedicated procurement staff to the agency's largest districts.

**Enhancing financial management credibility, integrity, and accountability:** The USMS continues to lead the DOJ in solid financial management. As of September 30, 2017, the USMS is the only reporting component in the DOJ with no outstanding Notices of Findings and Recommendations or other findings to include Significant Deficiencies or Material Weaknesses. This accomplishment follows the agency's FY 2016 success in closing the fiscal year with an unqualified (clean), unmodified (clean) audit opinion, and no outstanding Notices of Findings and Recommendations.

**Establish financial processes and systems to address evolving requirements and reporting needs**

**Reengineering internal financial processes:** The USMS successfully developed a streamlined, systematic approach to the monthly Government-wide Treasury Account Symbol Reporting requirement. This approach significantly reduces the amount of time staff spends on compiling report data, allowing more time for

FINANCIAL AUSTIN  
PROCESSING CENTER

In FY 2017, districts submitted more than 98 percent of qualifying financial transactions to the Austin Processing Center. As a result, the USMS realizes benefits from the efficiencies, the economies of scale, and standardized business processes and controls.

analysis and refining data for emerging Treasury and OMB initiatives. Additionally, the approach has increased the overall accuracy of the agency's submission by eliminating the manual manipulation of several large data sets and replacing it with an automated process.

**Expanding the use of mobile payments:** In FY 2017, the USMS expanded the use of the Non-Traditional Alternative Payments program, renamed Digital Pay in 2017 by the Department of the Treasury, from Confidential Informants to include Fact Witness payments. The USMS continued to lead this government-wide initiative at the request of Treasury by increasing the number of payments using e-wallet types of payment such as PayPal, Square Cash, Pop Money, and Western Union, adding another

line of business, or assisting Treasury in expanding these mobile payments to other federal entities. To date, the USMS has successfully processed hundreds of FACT Witness payments using Digital Pay. At the annual industry and government-wide 2017 Government Financial Management Conference hosted by Treasury, the USMS was recognized and held as the standard bearer for being the only federal agency to successfully integrate digital payments in its disbursement and reporting stream.

**Expanding the use of electronic payments:** The USMS began its pilot of the Invoice Processing Platform program, a Web-based service that manages government electronic invoicing, at the request of DOJ's Justice Management Division. This pilot is designed to identify issues as the Department transitions to e-invoicing, as mandated by OMB. The agency routinely shares lessons learned with DOJ and other components based on its experiences with the program pilot. This pilot will continue for the remainder of the calendar year, with additional vendors added in the second half of FY 2018.

**Redesigning Fact Witness Payment workflow:** Annually, the USMS processes more than 30,000 Fact Witness payments. In FY 2017, the agency's redesign of the Fact Witness payment workflow consolidated payment processing in a dedicated five-person Austin Processing Center team and virtually eliminated the role of personnel in this function in all 94 USMS districts.

## **MISSION: MODERNIZATION OF TECHNOLOGY, SYSTEMS, AND BUSINESS PROCESSES**

The USMS must address the dual challenge of supporting legacy systems that lack necessary capabilities and acquiring technology solutions to deliver effective and efficient capabilities. Central to this effort is aligning with best practices and ensuring compliance with federal mandates.

### **Strategic Objective: Address the complexities of Human Resource management in the federal environment**

The USMS Human Resources Division will be structured and staffed to meet the demands of managing the complexities of human capital in today's federal government.

### **Mitigate the mental and emotional trauma of various distressing work force environments**

**Strengthening crisis services:** The USMS increased its ability to provide employee assistance by strengthening its Office of Crisis Services. On a monthly basis, the office's clinical, incident response, and administrative staff respond to hundreds of requests for assistance, with demands on the program expected to increase in the future. The lack of standardized processes and staffing levels presented limited means to collect and report data on program operations, resulting in insufficient justification for the program's needs. To address this issue, the agency initiated a business process analysis to redefine reporting requirements across multiple program areas and to define requirements for a technology solution. The goal of the project was to ensure that the agency is well-equipped to continue supporting its employees' ever-changing needs and improving overall program performance.

**Increasing Mental Health Awareness:** In FY 2017, access to mental health resources expanded to all USMS operational and administrative employees via the Employee Assistance Program. As a result, USMS personnel have access to trained experts who provide information and support regarding issues that may affect the employee's mental health. Increasing mental health awareness improves employee resiliency, safety, efficiency, and overall well-being and results in a more productive workforce. Additionally, more than 60 collateral duty Critical Incident Response Team members across the 94 USMS districts and at headquarters received 24 hours of suicide recognition and intervention training and Train the Trainer instruction on suicide awareness and prevention.

### **Strategic Objective: Leverage technology, modernize business processes, and drive Agency performance**

The USMS will improve data capabilities to provide timely, integrated information for USMS, federal, state, and local law enforcement.

### **Enhance or replace outdated USMS legacy systems with modern, compliant solutions that better enable effective business processes**

**Modernizing mission systems:** Primary systems that support the agency mission need to be modernized. As the first phase of a multi-phase approach to solving this challenge, the agency analyzed more than 170 processes across security management, prisoner management, investigations, and cross-cutting business lines. This process analysis was undertaken in tandem with a business case analysis that recommended the procurement of a commercial off-the-shelf business process automation platform to integrate and automate key business processes into a unified system for the agency. The recommendations led to the successful procurement of the USMS Mission Modernization contract.

**Advancing USMS IT security posture:** The U.S. Marshals Service took proactive steps to strengthen its cyber security defense by employing new tools to more easily index, aggregate, correlate, and search network data. These tools improve network reliability to limit security vulnerabilities and allow the agency to identify users and devices trying to access its network, systems, and applications. These proactive measures provide increased protection of USMS data from hackers, malware, viruses, and other potential cyber attacks.

**Improving Help Desk operations and customer service:** In FY 2017, the agency transitioned its service desk operations to a managed service contract. This resulted in faster problem resolution times, fewer errors and corrective work, and improved the USMS customer service satisfaction ratings. For the first time in years, the average Help Desk wait time decreased to fewer than two minutes, call abandonment rate decreased to less than three percent, and the first contact resolution rate increased to more than 80 percent.

**Strategic Objective: Enable the transition to a mobile workforce to maintain efficiency and effectiveness from anywhere**

The USMS will address the requirement for supporting a location independent workforce to meet the needs of the highly mobile workforce and comply with the OMB and federal mandates to promote teleworking.

**Implement a USMS mobility strategy that includes technology, security, space, policy, and employee work-life balance** At the beginning of FY 2017, the USMS created a comprehensive telework program portal as part of its "Let's Get to Work" initiative, which centralizes telework, transit subsidies, and parking needs. The telework portal improves regulatory compliance by establishing a process to notify employees of eligibility to telework and documents the notification. It also provides a simple way for employees and managers to establish and maintain telework agreements and improves reporting. These enhancements allow the agency to increase telework participation, which facilitated the transition to a new workspace with a smaller footprint and fewer parking spots. The USMS was recognized for its efforts to promote a variety of transportation options and decrease reliance on single occupancy vehicles from Arlington County, Virginia, which is home to USMS headquarters, with the Arlington County Platinum Champions award.

ENSURING REMOTE ACCESS FOR TELEWORK

To address the complex authentication procedures required to access the agency's Network remotely, the USMS replaced its token-based capability with a certificate-based solution. The new solution provided mobile devices with a stable and efficient connection into the USMS network, and enhanced the end user's sign-on experience. The agency further modified a number of services to allow single sign-on access, alleviating the number of passwords users had to remember. The solution gives USMS employees the ability to securely and remotely connect to the USMS network and systems seamlessly.



## MISSION: FACILITIES AND FLEET MANAGEMENT

The USMS established facility and fleet management programs to enhance the security and reliability of agency resources and ensure compliance with regulatory requirements.

**Strategic Objective: Elevate the secure environment of USMS facilities while ensuring equitable distribution of resources**

The USMS will renovate or modify USMS-controlled space and replace electronic security devices to meet security standards in order to maintain the safety and security of judicial officials, courtroom participants, the public, USMS personnel, and prisoners.

**Refine the methodology to establish the priority projects for funding allocation and request, merging need, risk, utilization, safety, and conditions of the facility**

**Streamlining vehicle outfitting:** In FY 2017, the USMS awarded a national vehicle outfitting contract that serves as a one-stop shop for all operational USMS vehicles. A national vehicle outfitting contract improves the overall efficiency of the fleet program for the agency as it allows fully outfitted vehicles to be distributed directly to division and district offices upon purchase. This streamlined distribution and installation process enables the vendor to provide high quality finished products and eliminates the amount of time offices spend soliciting quotes and dealing with vendors individually.

**Consolidating USMS fleet management:** Effective October 1, 2017, the agency transferred all fleet management activities, including all aspects of the administration of fleet credit cards, to the agency's Management Support Division. Realigning these responsibilities will contribute to right-sizing and improving overall supervision of the USMS fleet.

**Develop and implement a plan to reduce the agency's footprint** Over the past decade, renovation demands on the USMS have increased significantly while funding levels have remained the same. Renovations and alterations of USMS-controlled space and replacement of electronic security devices must be completed to meet security standards maintain safety and security for judicial officials, courtroom participants, the public, USMS personnel, and prisoners. In FY 2017, the USMS developed a real property portfolio management plan to prioritize out-year funding for USMS construction projects. The development of a real property portfolio management plan helps to evaluate USMS space and identify and compare space deficiencies across the entire real property portfolio in the areas of prisoner space, non-prisoner space, and secure circulation.

### RELOCATING HEADQUARTERS

The USMS completed its headquarters relocation and building de-commissioning in FY 2017. With the consolidation of USMS headquarters staff, the agency reduced its footprint by approximately 35,000 rentable square feet which translates into \$7.6 million in savings per year in rent.

Relocation allowed the IT staff to shape infrastructure activities and upgrade to the newest technologies and services. IT staff replaced 1,088 laptop computers under its ongoing replacement program, installed 6,450 unique IT devices, made numerous changes to network infrastructure, and deployed many new features and services to include secure wireless access, digital signage, Voice Over Internet Protocol, and enhanced Secure Voice.

A new headquarters also meant a new facility access system. The agency's Tactical Operations Division staff registered more than 1,200 Personal Identification Verification cards to this new system, while maintaining employee access to all facilities during the 4-month relocation period. The new system allows more efficient personnel badging and credentialing, adds dual-process verification capabilities, and allows for enhanced data analytics and reporting functionalities.

**Refine the business processes to create an integrated, transparent, and proactive comprehensive USMS security program**

**Protecting the agency from insider threats:** In FY 2017, the USMS established an insider threat program as required by Executive Order 13587, which directed federal departments and agencies with classified networks to establish insider threat detection and prevention programs. In doing so, the agency became the first DOJ component to meet the Executive Order's standards and achieve full operational capability. Additionally, the agency developed and implemented required computer-based training on insider threat and operations security. These courses increase security awareness, provide employees with the skills to detect and respond to malicious insiders, and ensure that all necessary measures are taken to protect the agency's critical assets from its adversaries, both internally and externally.

**Improving district credentialing:** The agency improved its process to create and maintain Personal Identification Verification cards in districts by providing additional Light Credentialing Solutions and the training to set up and use the new equipment. This solution is part of the General Services Administration's USAccess program that provides agencies with the necessary components to manage the full-life cycle of a Personal Identification Verification credential. The solution ships in a portable case that contains all the software and hardware peripherals needed to enroll applicants and activate credentials. The provision of additional solutions has reduced travel distance and the amount of time it takes for new and transferred personnel to receive a Personal Identification Verification card or PIN reset and allows personnel to have more rapid access to full computer capabilities.

**FY 2015-17 ENACTED RESOURCES BY USMS STRATEGIC GOAL**

Dollar amounts are in the thousands (000s)

( ) = Funding sources

S&E = Salaries & Expenses

**Goal 1:**

<b>STRATEGIC GOAL 1</b>	2015 Enacted			2016 Enacted			2017 Enacted*		
Judicial and Courthouse Security [S&E] Protection of Witnesses [S&E] Construction [Construction]									
Comparison by activity and program	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Judicial and Courthouse Security	1,673	1,510	359,963	1,673	1,380	370,681	1,256	1,141	319,870
Protection of Witnesses	153	141	32,919	153	107	33,900	181	168	39,575
<b>Total Enacted - S&amp;E</b>	<b>1,826</b>	<b>1,651</b>	<b>392,882</b>	<b>1,826</b>	<b>1,487</b>	<b>404,581</b>	<b>1,437</b>	<b>1,309</b>	<b>359,445</b>
Reimbursable FTE		18			19			23	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>1,826</b>	<b>1,669</b>	<b>392,882</b>	<b>1,826</b>	<b>1,506</b>	<b>404,581</b>	<b>1,437</b>	<b>1,332</b>	<b>359,445</b>
Construction	0	0	9,800	0	0	15,000	0	0	10,000
<b>Grand Total Enacted - S&amp;E and Construction</b>	<b>1,826</b>	<b>1,669</b>	<b>402,682</b>	<b>1,826</b>	<b>1,506</b>	<b>419,581</b>	<b>1,437</b>	<b>1,332</b>	<b>369,445</b>

Note: Represents S&E operational resources only and Construction appropriation

**Goal 2:**

<b>STRATEGIC GOAL 2</b>	2015 Enacted			2016 Enacted			2017 Enacted		
Fugitive Apprehension [S&E]									
Comparison by activity and program	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Fugitive Apprehension	1,301	1,186	279,923	1,301	1,214	288,258	1,524	1,379	361,636
<b>Total Enacted - S&amp;E</b>	<b>1,301</b>	<b>1,186</b>	<b>279,923</b>	<b>1,301</b>	<b>1,214</b>	<b>288,258</b>	<b>1,524</b>	<b>1,379</b>	<b>361,636</b>
Reimbursable FTE		115			99			106	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>1,301</b>	<b>1,301</b>	<b>279,923</b>	<b>1,301</b>	<b>1,313</b>	<b>288,258</b>	<b>1,524</b>	<b>1,485</b>	<b>361,636</b>

Note: Represents S&E operational resources only

**Goal 3:**

<b>STRATEGIC GOAL 3</b> Prisoner Security & Transportation [S&E] Detention Services [FPD] Justice Prisoner and Transportation System [JPATS]	2015 Enacted			2016 Enacted			2017 Enacted		
Comparison by activity and program	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Prisoner Security and Transportation	878	819	188,911	878	756	194,535	724	685	162,901
Total Enacted - S&E	878	819	188,911	878	756	194,535	724	685	162,901
Reimbursable FTE		0			0			0	
Total Enacted with Reimbursable FTE - S&E	878	819	188,911	878	756	194,535	724	685	162,901
Detention Services	17	17	1,473,307	19	19	1,258,440	27	17	1,430,414
Grand Total Enacted - S&E and FPD	895	836	1,662,218	897	775	1,452,975	751	702	1,593,315

JPATS	123	95	49,603	123	107	52,916	123	108	51,565
Total Operating (President's Budget) Level - JPATS	123	95	49,603	123	107	52,916	123	108	51,565
Actual Operating Level - JPATS	123	95	47,296	123	107	53,182	123	94	42,990

Note: Represents S&E operational resources only , FPD appropriation, and JPATS Revolving Fund

**Goal 4:**

<b>STRATEGIC GOAL 4</b> Tactical Operations [S&E]	2015 Enacted			2016 Enacted			2017 Enacted		
Comparison by activity and program	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Tactical Operations	129	120	27,756	129	133	28,582	122	115	42,532
Total Enacted - S&E	129	120	27,756	129	133	28,582	122	115	42,532
Reimbursable FTE		36			36			33	
Total Enacted with Reimbursable FTE - S&E	129	156	27,756	129	169	28,582	122	148	42,532

Note: Represents operational resources only

**Goals 5&6:**

<b>STRATEGIC GOAL 5&amp;6</b> All S&E Decision Units [S&E]	2015 Enacted			2016 Enacted			2017 Enacted		
Comparison by activity and program	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Judicial and Courthouse Security	549	532	118,123	549	500	121,640	409	403	104,161
Fugitive Apprehension	443	416	95,316	443	435	98,154	532	489	126,241
Prisoner Security and Transportation	326	287	70,142	326	271	72,231	275	242	61,875
Protection of Witnesses	54	49	11,619	54	39	11,965	65	60	14,212
Tactical Operations	48	43	10,328	48	41	10,635	46	41	16,037
<b>Total Enacted - S&amp;E</b>	<b>1,420</b>	<b>1,327</b>	<b>305,528</b>	<b>1,420</b>	<b>1,286</b>	<b>314,625</b>	<b>1,327</b>	<b>1,235</b>	<b>322,526</b>
Reimbursable FTE		256			256			175	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>1,420</b>	<b>1,583</b>	<b>305,528</b>	<b>1,420</b>	<b>1,542</b>	<b>314,625</b>	<b>1,327</b>	<b>1,410</b>	<b>322,526</b>
Note: Represents S&E administrative resources only									

\*The FY 2017 column reflects the enacted funding levels by decision unit.

## ACRONYM LIST

AFP	Asset Forfeiture Program
BOP	Bureau of Prisons
CIU	Cyber Intelligence Unit
CSO	Court Security Officer
DHS	Department of Homeland Security
DOJ	Department of Justice
DUSM	Deputy U.S. Marshal
FBI	Federal Bureau of Investigation
HIDS	Home Intrusion Detection System
HRFA	High-risk fugitive apprehension
ICE	Immigration and Customs Enforcement
IGA	Intergovernmental Agreement
IPC	Interdiction for the Protection of Children
JPATS	Justice Prisoner and Alien Transportation System
MOU	Memorandum of Understanding
OMB	Office of Management and Budget
SAG	Self-Assessment Guide
SOP	Standard Operating Procedures
USMS	United States Marshals Service

**THIS PAGE INTENTIONALLY LEFT BLANK**



**JUSTICE • INTEGRITY • SERVICE**





# United States Marshals Service FY 2018 Annual Report



USMS Publication 2  
June 2019

## **PROTECTING AMERICA'S FEDERAL JUDICIAL PROCESS SINCE 1789**

As the nation's first, most versatile federal law enforcement agency, the United States Marshals Service (USMS) is a force of approximately 5,100 deputies and business professionals who protect the judicial process, the cornerstone of American democracy. Across the 94 federal judicial districts, this protection is realized in each courthouse search, prisoner transport, and fugitive apprehension on a federal warrant. A diverse and accomplished staff of deputy U.S. marshals (DUSMs) and administrative personnel, led by a U.S. marshal, conduct these activities while navigating the unique historical, geographic, and legal considerations that each district presents. The agency's 229 years of experience navigating these considerations in order to protect the federal judicial process has earned the USMS the distinction of serving as the nexus for law enforcement at all levels within a judicial district.

Of primary concern to the USMS is the protection of federal judges, federal prosecutors, and court officials. Daily, district personnel assess the current threat environment of protected officials and their work locations, and secure these locations through comprehensive safety checks and patrols. When federal courts open for business, contracted court security officers (CSOs) stand ready to screen the public entering the building. DUSM-led protective details provide an additional layer of security available at a moment's notice to federal judges and others when threats jeopardize their safety. With the support of headquarters' collection and dissemination of intelligence, tactical operations, and the coordination of witness security, USMS protection of all of these areas allows federal judges and others to focus on the complexities of the cases in front of them, rather than their own or the court's security.

The federal judiciary relies on DUSMs to transport prisoners to, and guard prisoners during, court hearings. Prisoner transport to court appearances is only one part of a complex process of housing and safeguarding federal prisoners. To ensure federal court proceedings run smoothly and a prisoner's constitutional right to a fair and speedy trial remains intact, USMS districts' and headquarters' prisoner operations, ground, and air transportation staffs engage in significant planning and coordination to manage multiple external and internal constraints. A court's docket dictates the time, number, and identity of prisoners to appear. District size and availability of secure detention facilities determine the distance DUSMs and others must travel with federal prisoners. USMS policies prescribe the manner of prisoner transport and the minimum number of DUSMs who must be present in each of these activities.

In furtherance of the judicial process, DUSMs serve federal summonses, execute warrants and capture federal fugitives. From the arrest of a defendant out on bond to the apprehension of prison escapees, DUSMs investigate, locate, and detain the accused and the guilty to guarantee court cases proceed unimpeded and prison sentences are served. Headquarters lends its investigative assistance in these and other matters including providing leadership to districts in their efforts to recover missing children and investigate noncompliant sex offenders. Finally, the USMS is central to the Department of Justice (DOJ) objective to reimburse victims of crimes through the identification, seizure, management and disposal of assets gained from criminal activity.

USMS missions require that its personnel are always responsive to new and existing challenges. To accomplish this, the USMS hires and trains its operational and administrative workforce to be adaptive and agile. In a given week, and depending on the district, a DUSM might be asked to conduct activities in support of all of the agency's missions, or a DUSM may be fully dedicated to support a single mission: provide federal judicial security, apprehend fugitives and noncompliant sex offenders, secure and transport federal prisoners, execute federal court orders, seize and manage assets forfeited to the government, or assure the safety of endangered government witnesses and their families. USMS human resources, financial, training, and IT functions provide unparalleled support to these operational missions. This administrative support allows DUSMs to focus on protecting the federal judicial process.



I will forever be honored and humbled by the sacred trust of leading the men and women of an organization that has been involved in virtually every federal law enforcement initiative since 1789. And so it is my distinct pleasure to proudly present on your behalf the **United States Marshals Service FY 2018 Annual Report**. Within these pages are woven the continuation of a unique American success story that began with the founding of our Country—made stronger with each challenge to democracy—and forever sealed with the demands of a justice-motivated mission, and the sacrifices of those serving in its pursuit.

The USMS workforce continues to strengthen our historic legacy by keeping their sights trained on safety, security, effectiveness, and efficiency, while remaining laser-focused on our defined mission and goal statements. During fiscal year (FY) 2018, a monumental accomplishment relating to nearly all of our missions and objectives was realized when the agency was granted excepted service hiring authority. This authority will allow the USMS to target its recruitment efforts where greater success rates can be achieved in reaching highly qualified candidates, who can best meet USMS critical mission needs. By using excepted service hiring authority for DUSMs and criminal investigators, the USMS may also realize increased diversity, a more manageable list of eligible candidates, and lower costs and time associated with recruitment.

Productive collaboration runs deep throughout the USMS and has been a key contributor to our historic success. Our positive impact on communities through partnering with local, federal, and international associates in the reduction of violent crime, gang, and terrorist activities continues to resonate. For example, in FY 2018, the USMS established its eighth regional fugitive task force. The Carolinas Regional Fugitive Task Force will enable the USMS to strengthen its fugitive apprehension resources while providing greater coverage in high-crime corridors. The USMS has been recognized by the Administration and DOJ for being instrumental in assuring resources were in place quickly to respond to their FY 2018 southwest border initiatives, as well as our ongoing and increasing efforts to reduce violent crime, protect the Judiciary and witnesses, and track child predators.

Thanks to the outstanding efforts of USMS employees, our agency once again stands as a shining example for investigative, lifesaving, and oftentimes heroic achievements. There were three recipients of the U.S. Attorney General's Awards during FY 2018. One recipient was off-duty and attending the Route 91 Harvest Festival in Las Vegas, Nevada, when gunfire erupted from a sniper attack that killed 58 people. The USMS senior inspector assisted concertgoers' escape and provided immediate lifesaving assistance to gunshot victims over several hours. The 2018 Annual Top Cops Award was presented to a USMS Regional Fugitive Task Force team for capturing a dangerous fugitive while also saving the lives of two people trapped in a burning vehicle and securing witnesses from live electrical wires hanging nearby. And a team of DUSMs won the 2018 Attorney General's Volunteer Award when they collaborated with local law enforcement agencies, regional civic organizations, and private businesses to create a program for underprivileged youth.

When reflecting on our initial role in helping our republic take its first steps—and for being there throughout its rocky and continuing path towards justice for all—we should all be proud and humbled considering the U.S. Marshals Service has remained a constant, strong resource in our Nation's history. May we never forget all those who have gone before; keep our focus on our mission, and on strengthening our workforce, infrastructure, and values; and accomplish today what will help carry the bright light of justice, integrity, and service forward.

A handwritten signature in black ink that reads "Donald W. Washington". The signature is written in a cursive, flowing style.

Donald W. Washington  
Director, United States Marshals Service

Introduction ..... Inside Front Cover

Message From The Director ..... I

Contents ..... II

Mission/Vision/Organizational Structure ..... 1

AGENCY HIGHLIGHTS ..... 2

    Strengthening the USMS Law Enforcement Mission..... 2

    A Case Study in District Innovation: Eviction Process Overhauled ..... 3

    Award-Winning U.S. Marshals Service Programs and Personnel ..... 4

GOAL 1: PROTECTION OF THE JUDICIAL PROCESS ..... 6

    Mission: Judicial Protection and Courthouse Security ..... 7

    Mission: Witness Protection ..... 13

GOAL 2: INVESTIGATIONS ..... 16

    Mission: Fugitive Apprehension ..... 17

    Mission: Protecting America’s Children and Communities ..... 22

    Mission: Asset Forfeiture Program ..... 24

GOAL 3: NATIONAL DETENTION OPERATIONS ..... 27

    Mission: Prisoner Security, Detention, and Care ..... 28

    Mission: Prisoner Transportation [Out of District] ..... 34

GOAL 4: SAFETY OF LAW ENFORCEMENT PERSONNEL ..... 36

    Mission: Law Enforcement Personnel Safety ..... 37

    Mission: Domestic and International Emergency Support ..... 41

GOAL 5: PROFESSIONAL WORKFORCE ..... 43

    Mission: Professional Workforce ..... 44

    Mission: Training and Development Opportunities ..... 47

    Mission: Accountability and Integrity ..... 49

GOAL 6: INFRASTRUCTURE DEVELOPMENT ..... 51

    Mission: Financial Management Modernization and Compliance..... 52

    Mission: Modernization of Technology, Systems, and Business Processes..... 57

FY 2016-18 Enacted Resources by USMS Strategic Goal ..... 60

Appendix: Acronym List..... 63

U.S. Marshals Service District Map ..... Inside Back Cover

**Mission**

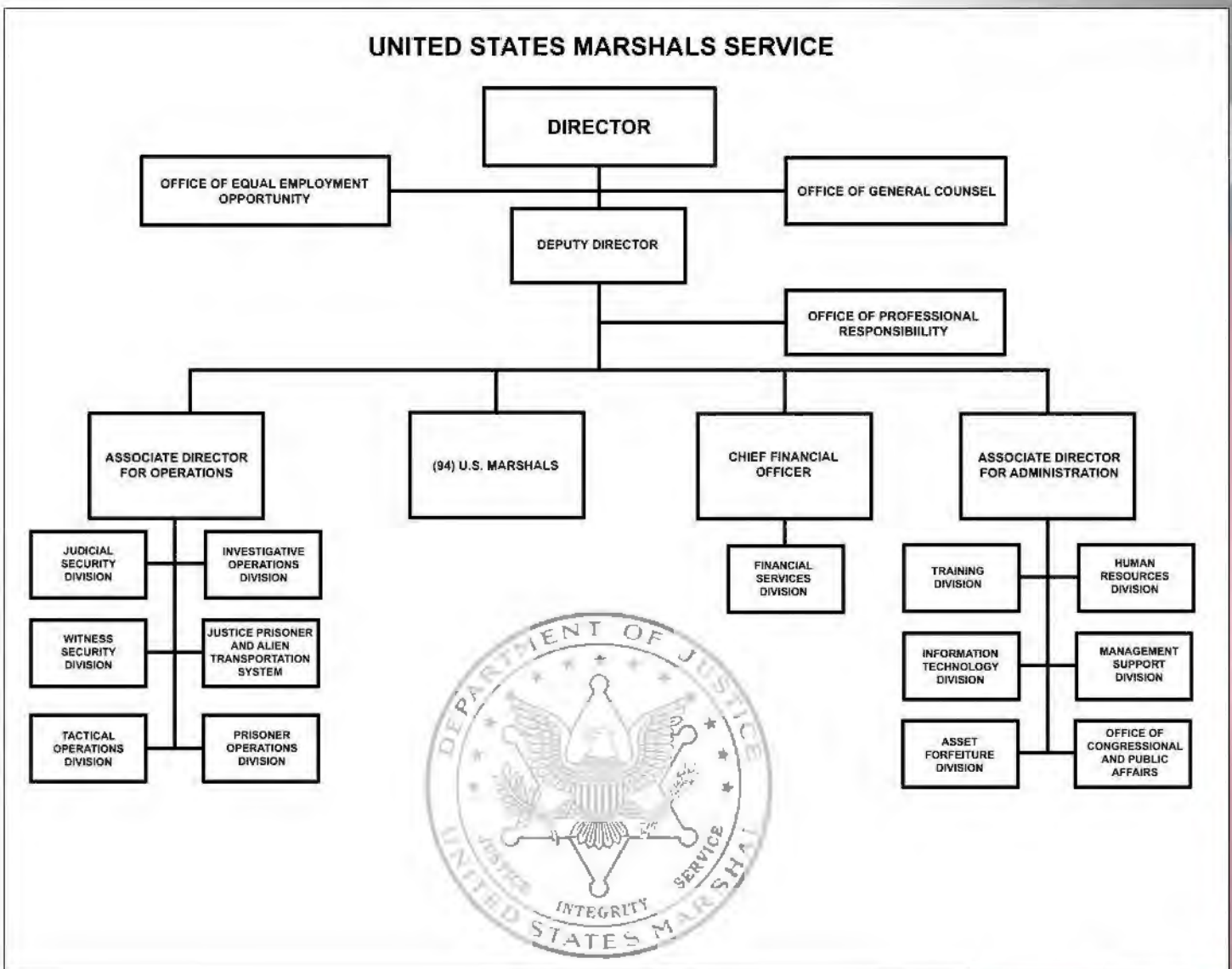
To protect, defend, and enforce the American justice system.

**Vision**

A world class law enforcement agency—unified in our mission and workforce; professional and agile, with modernized tools and capabilities; strategically building upon our status as a trusted partner by achieving the highest levels of effectiveness, efficiency, safety, and security.

**Organizational Structure**

Depicted below.



## STRENGTHENING THE USMS LAW ENFORCEMENT MISSION



Hiring quality applicants for DUSM positions in a timely and effective way is a matter of public safety. The DUSM is a frontline position, ensuring the security of our federal judicial family and removing violent criminals from our communities. The agency's mission further dictates that its law enforcement officers be representative of the diverse populations they interact with on a daily basis, requiring its operational workforce to readily assimilate from a racial, ethnic, cultural, gender, and urban or rural/remote standpoint to successfully conduct criminal investigations. This is critical for operations that may involve communicating in a foreign language, serving on undercover teams to ensure agent safety (i.e., the ability to blend in), and eliciting the utmost cooperation during investigations (i.e., knowing, understanding, and identifying with the particular community). Thus, increasing the diversity of the operational workforce enhances the USMS's ability to adjust its tactics quickly in response to ever-changing methods fugitives employ to evade justice and helps prevent future crimes and terrorist acts.

**Operational Hiring Challenges** For years, the USMS has faced many challenges in hiring law enforcement personnel. Inherent in operational positions are the highly complex, acquired skills of demonstrating sound judgment in dangerous, life-threatening situations that require instantaneous reaction and an understanding of the significance of executing a sacred trust. When hiring DUSMs, the agency requires an applicant pool that includes candidates who possess broad skill sets. Additionally, these candidates must be able to successfully complete the rigorous pre-employment screening and be available to serve in locations where needed. Under competitive service hiring, the USMS was required to issue a

public notice when recruiting for DUSMs, and that process produced many applicants who could not successfully complete the screening process. In fact, in its last effort to hire through the competitive service process, the USMS received over 32,000 DUSM applicants in less than 24 hours. The agency had to screen, test, and score those applicants to develop the list of candidates from which to draw. From that public notice, the USMS hired only approximately 240 DUSMs — a rate of approximately 0.8 percent.

**Operational Hiring Solutions** In August 2018, the White House granted Excepted Service Hiring Authority for DUSM positions. The USMS anticipates the new Excepted Service Hiring Authority will result in increased efficiencies and reduced time to hire. Specifically, the authority provides the USMS with a tool for targeted recruitment, agile hiring, and parity with other DOJ law enforcement hiring practices. In addition to reaching qualified candidates who best meet USMS critical mission needs, and augmenting the desired applicant pool with candidates representing diverse and/or underrepresented groups, the expanded recruitment options allow USMS to invest its limited resources in a manner that yields a higher return on investment.

**Overarching Diversity Values** Employees from all backgrounds, through their varied talents and experiences, strengthen the agency and our ability to accomplish our missions. It is the goal of the USMS to create a highly trained, skilled, and diverse workforce that embraces cultural differences by recruiting, hiring, developing and retaining persons with disabilities, disabled veterans, minorities, and women.

## A CASE STUDY IN DISTRICT INNOVATION: EVICTON PROCESS OVERHAULED



In Washington D.C., the USMS executes about 2,000 Writs of Restitution (evictions) issued by D.C. Superior Court judges annually. Execution of evictions is the responsibility of the USMS and its Superior Court District staff because of the unique local/federal nature of the D.C. government. In other major metropolitan areas, sheriff's deputies are typically responsible for evicting tenants.

In a process unchanged since the 1980s, tenant evictions in D.C. were chaotic, potentially dangerous, highly public events where tenants' property was removed and placed on the street. Due to sheer volume, the USMS was compelled to schedule one eviction every 30 minutes for each eviction team. In order to accomplish the removals quickly, up to 25 able-bodied movers were required to be on hand. The size of eviction crews, coupled with severe time constraints, increased the likelihood of weapons, narcotics, chemicals, and/or personal records accidentally being placed on public streets. These types of scenarios created risks to public safety, increased opportunities for identity theft, and at times resulted in fights over personal property.

In August 2018, the D.C. Superior Court district instituted significant changes to modernize evictions procedures. These changes were the result of extensive reviews and collaboration with local D.C. government officials and advocacy groups. District leadership took a thoughtful approach to look at the process from the perspective of the tenant, the landlord, and the USMS, with no party having priority

or preference. Having identified D.C. eviction-related challenges and comparing D.C. practices to 20 similar locales, district staff identified best practices and ultimately adopted successful procedures that have reduced many of the former problems and further mitigated risks. For example, the review found that D.C. was the only remaining urban jurisdiction examined where personal property was placed on public streets. The new process provides more definite scheduling and greater notice of the eviction date to allow tenants the time to remove their belongings before execution of the eviction. In cases in which tenants have left behind personal property, a lockout is performed and tenants have a seven-day period to retrieve their property, which is stored on site by the landlord following the eviction.

To gain support for these changes, district leadership briefed the Superior Court and USMS leadership on the review's findings and proposed procedures. Over a six-month period, the district's chief DUSM conducted outreach and education with local advocacy groups and D.C. government agencies, and collaborated with D.C. councilmembers and legislative staff to develop new eviction legislation. The D.C. legislature passed emergency legislation in July 2018 to implement the new process.

The review was the first of its kind in over 30 years of conducting D.C. evictions, resulting in a more modern, urban approach to ensure that evictions are carried out in a safe, compassionate, and professional manner, while also efficiently carrying out the court's orders. Since August 2018, the USMS has successfully conducted over 1,000 evictions under the improved process. Tenant advocacy groups have stated that the direction of the changes are heartening, and significant improvements in eviction-related labor and workforce demands for the USMS and the Superior Court are already being seen.

## AWARD-WINNING U.S. MARSHALS SERVICE PROGRAMS AND PERSONNEL



**Exceptional heroism during a traumatic incident** Senior Inspector Basilio S. Perez, Jr. was presented the Attorney General's Award for exceptional heroism for his unwavering courage and lifesaving efforts during a mass shooting. On the evening of October 1, 2017, Senior Inspector Perez was off-duty and attending the Route 91 Harvest Festival in Las Vegas, Nevada. Upon hearing gunshots directed towards the festival crowd, he immediately evacuated his family and friends and returned to the venue to assist scores of innocent victims in escaping the rain of gunfire. He calmly directed and often accompanied potential victims to safe locations of cover. In addition to offering his expertise as a federal law enforcement officer, Senior Inspector Perez also relied upon his previous United States Navy medical training to provide immediate lifesaving assistance and medical attention to gunshot victims for several hours.

**Fugitive Apprehension** Task force officers [TFOs] with the USMS Gulf Coast Regional Fugitive Task Force, Mobile Division, were presented with the Annual TOP COPS Award for their brave efforts pursuing a fleeing

suspect. On October 20, 2017, while working fugitive operations, TFOs Beau Bartel, Joe Pica, Jonathan Calametti, James Gazzier, Glenn Gazzier, Tim Sandlin, and Joey Goff successfully arrested a fugitive wanted in multiple jurisdictions for a variety of felony charges, including sodomy of a child, rape of a child, escape, kidnapping, theft of property, burglary, possession of marijuana, attempt to elude, and domestic violence. After following the fugitive by car, the TFOs came upon a three-car accident where two of the vehicles were rolled over and the third vehicle had been pushed off the road. The fugitive's vehicle had caught fire after striking a power line pole causing it to break in half, leaving live wires surrounding and hanging over all the vehicles. Immediately the TFOs took action and brought all individuals involved in the accident to safety, began triage while awaiting emergency first responders, and arresting their fugitive. The heroic actions taken by these seven TFOs, without regard to their own safety, not only brought a dangerous fugitive to justice, but also resulted in the rescue of innocent civilians.



## AWARD-WINNING U.S. MARSHALS SERVICE PROGRAMS AND PERSONNEL (continued)



### **In service to the most vulnerable children**

Selected for her outstanding contributions as a criminal justice coordinator with the Florida Department of Children and Families, Veraunda I. Jackson, was presented the Attorney General's Award for Meritorious Public Service for her work with the USMS in a pilot program to recover missing children believed to be at risk for human trafficking. Ms. Jackson's love for the most vulnerable children is the passion that drives her to go far beyond the expectations of her position. She works tirelessly to help find and recover children who are missing and victims of child sex trafficking. Ms. Jackson not only maintains a 100 percent success rate, but she also truly embraces each of the child survivors and cares deeply about their situations.

**Systems Excellence in Law Enforcement** The Attorney General's Award for Excellence in Administrative Support was awarded to Information Management Specialist Kathryn A. Woods. Ms. Woods is responsible for supporting all 94 USMS districts and eight Regional Fugitive Task Forces in all facets of the National Crime Information Center [NCIC], National Law Enforcement Telecommunications System, USMS mission systems, commercial databases, other law enforcement databases, and external connections to mobile systems. Her duties are varied and cover a broad range of responsibilities but she performs them all in a manner that brings credit to federal service.

### **The Attorney General's Volunteer Award for Community Service**

In a short amount of time, DUSMs from the Western District of New York have positively impacted over 550 underprivileged youth, providing learning opportunities about healthy choices and healthy living. The team's goal was to improve the tenuous relationships between members of the community and the local law enforcement agencies serving the area. Parents, teachers, and law enforcement officers have reported about an 80 percent positive increase in behavior, personal responsibility, orientation to the future, and associating with positive peers. The volunteer DUSMs are also meeting with other schools to expand the afterschool classroom program. Their accomplishments in offering children a brighter future reflects highly upon themselves, the USMS, and the DOJ.

# GOAL 1: PROTECTION OF THE JUDICIAL PROCESS

TO PROTECT THE FEDERAL JUDICIAL PROCESS, THE U.S. MARSHALS SERVICE PROVIDES SECURITY TO FEDERAL JUDGES, PROSECUTORS, WITNESSES, AND COURT FACILITIES



**In FY 2018, the USMS took several steps to enhance judicial and court security missions by advancing tactics, techniques, and procedures around protective investigations and intelligence capabilities; leveraging technology and updating procedures for protectees as well as physical security; and improving collaboration and coordination across the USMS and partner agencies.**

**To further achieve the agency's goals of protecting the judicial process through the most effective and efficient means, in FY 2018 the USMS focused on the following supporting objectives:**

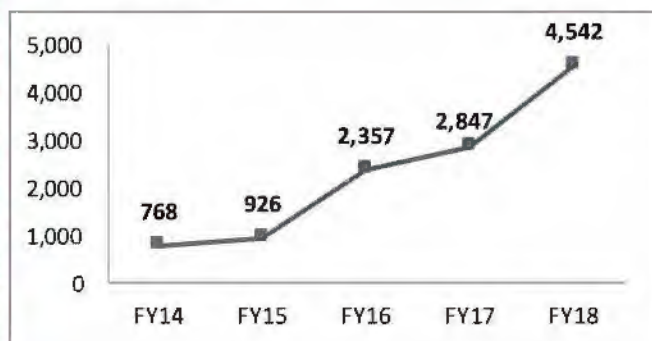
- **Reduce the potential for harm to protected persons through preventive security measures and implementation of a threat-based protective methodology**
- **Increase the effectiveness of USMS intelligence capabilities**
- **Strengthen the Judicial Facility Security Program to ensure efficient and effective court security**
- **Improve the management and structure of the judicial security mission set**
- **Manage the complexities of long-term protection**

## MISSION: JUDICIAL PROTECTION AND COURTHOUSE SECURITY

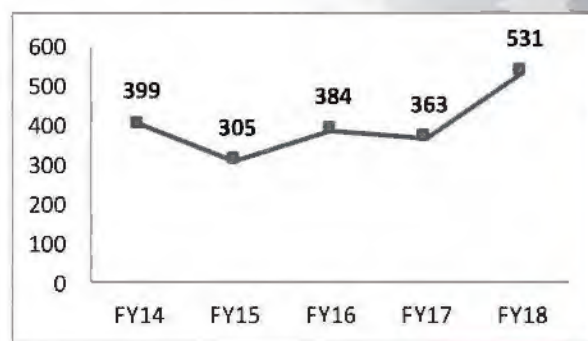
Since the USMS was established in 1789, a primary function is the protection and security of the federal judicial process. The judicial protection and courthouse security mission comprises protective service operations, the collection and analysis of information to develop actionable intelligence, and the management of personnel and infrastructure protecting federal judicial facilities. The USMS carries out protective responsibilities for more than 2,200 federal judges, 11,000 federal prosecutors, and 15,000 court officials, along with members of the public who visit and work in federal courthouses. As the physical security provider to more than 700 federal facilities, the USMS develops, manages, and implements security systems and screening equipment to protect each courthouse.

MISSION PROGRAM DATA

**Figure 1 – Inappropriate Communications/Threats to Protected Persons**



**Figure 2 – Threats to Protected Persons Investigated**



The increase depicted in Figure 1 represents the improved effectiveness in data collection and reporting of potential threats. While all threats directed toward USMS protected personnel are investigated, Figure 2 depicts only those which rose to the level of a predicated protective investigation, the most significant form of protective investigations.

### Strategic Objective: Reduce the potential for harm to protected persons through preventive security measures and implementation of a threat-based protective methodology

The USMS reduces the potential for harm to protected persons by implementing preventive security measures shaped by known security risks and vulnerabilities.

**Develop standardized training programs on personal security awareness for the court family and protected persons** Enhancing security awareness among protected persons is a key USMS priority. In FY 2018, the USMS released two publications, Workplace Security Guide and Offsite Security Guide, to members of the federal judiciary. The USMS, with the support of the Administrative Office of the U.S. Courts, produced and released Project 365: Internet Security, an informational video on maintaining Internet security. The USMS also briefed 23 new chief judges and 71 judicial nominees on issues of security and the agency’s role in their protection.

**Partner with other agencies for protective intelligence and protective operations research and development needs** The USMS partnered with the University of Nebraska Public Policy Center to conduct a study of targeted violence toward judicial officials. The study’s design will produce detailed and descriptive data regarding the nature of problematic contacts and threats toward USMS protected persons. Researchers will investigate case-specific factors that likely lead to a problematic approach or attack-related behavior compared to factors that were simply harassing. The results of this study will contribute to the ongoing development of the most effective, informed, and innovative investigations, assessments, and mitigation strategies.

**Strategic Objective: Increase the effectiveness of USMS intelligence capabilities**

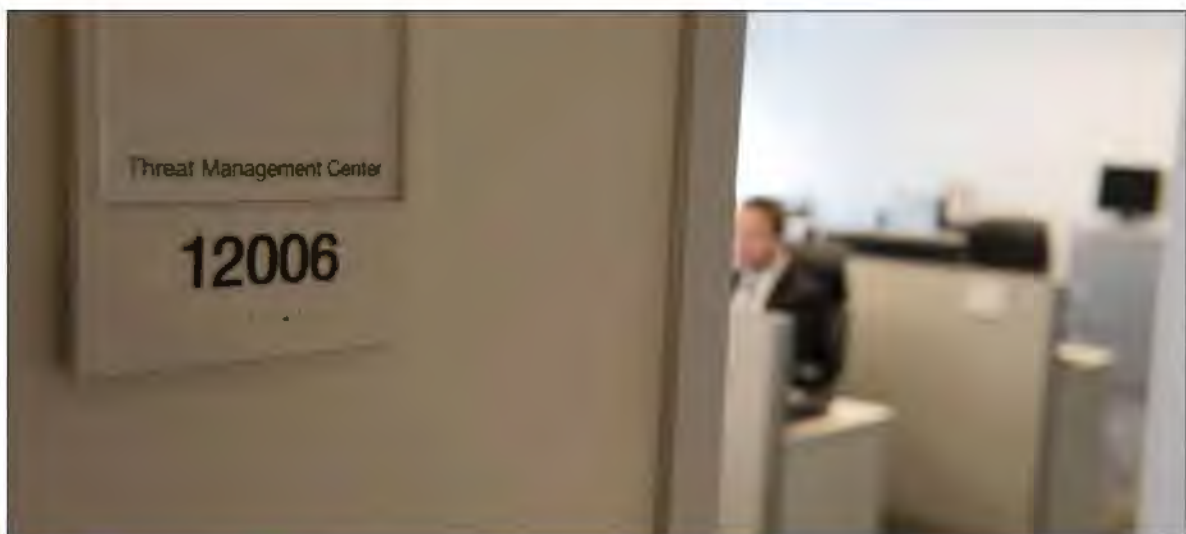
The USMS continues to build its intelligence capabilities by developing key competencies, acquiring new technology, and forging close partnerships with members of the intelligence community and other law enforcement agencies. These investments have enabled the USMS to meet the increased demand for intelligence products.

**MAXIMIZING PROTECTIVE INTELLIGENCE**

The USMS maximizes the benefit of intelligence related to protection by using a centralized court family and witness intelligence capability focused on behavioral analysis. The agency captures and evaluates additional critical information through existing national threat data collection systems, capturing and reviewing historical and interagency information that informs risk assessments and threat management. Through successful coalition building, the USMS uses internal and shared law enforcement and intelligence to harvest and analyze data. An integrated, enterprise-wide law enforcement protective intelligence strategy supports the USMS and our law enforcement partners, and enhances the safety and security of our officers, our protectees, and the U.S. citizenry.

**Mitigating threats to the judiciary and protected persons in real-time** Personnel across the 94 USMS districts received near real-time guidance and direction in their threat mitigation efforts from the protective intelligence experts. This new approach, which provides greater investigative support to districts, and the prioritization of support to district investigations with complex needs, increased the number of threat investigations by 53 percent compared to FY 2017, from 1,818 to 2,786. As part of this support, intelligence research and counter-surveillance detection experts deployed to USMS districts during several significant protective investigations and judicial proceedings. The deployment of these experts facilitated effective and timely intelligence to guide protective operations and informed protective decision-making through the identification of viable threat mitigation measures, including prosecution approaches, which would have otherwise gone unexploited. Increased intelligence support also guided the closure of 526 investigations, freeing district personnel to focus on ongoing threats. Overall, increased oversight and guidance in this area resulted in 30 referrals for prosecution over the fiscal year, a new benchmark.

**THREAT MANAGEMENT CENTER**



The Threat Management Center provides a 24/7 response capability to support protective investigations nationwide.

INTELLIGENCE TOOLS

Three new intelligence products were established to facilitate timely and thorough protective decisions:

**THREAT ENVIRONMENT ASSESSMENT**

— A thorough assessment of the threat environment surrounding a protected person, facility, and/or event. It looks beyond a single threat scenario and factors in all aspects of the threat environment, including intrinsic risk factors, extrinsic risk factors, behaviors of interest, social media and traditional media, planned protests and disruptions, cyber threats, and terrorist or extremist organization threats.

**THREAT ASSESSMENT** — An analysis of the potential danger posed by an individual or group to a specific or general target that the agency is responsible for protecting. Assessing the threat posed by a person or group involves evaluating the motive(s) for concerning behavior or actions, evaluating the intent or level of commitment to attack or take another negative action, and evaluating the ability to carry out an attack or other negative action.

**THREAT/THREAT ENVIRONMENT SNAPSHOT** — A condensed summary of either the current threat environment surrounding a protected person, facility, or event or a specific threat investigation. This product serves as an initial baseline overview of the current threat picture or as a recurring update to an initial Threat Environment Assessment or Threat Assessment.

**Improving intra-agency and interagency collaboration and coordination** The USMS adopted an information sharing and analysis center concept across its protective intelligence business line to improve the flow of threat-based information within the USMS and to its external partners. To implement this new concept, the agency’s Threat Management Center processed more than 2,250 new assessments and 530 new predicated investigations in FY 2018. To process these cases, the Threat Management Center provided policy guidance to district staff; coordinated threat information with existing and new federal, state, and local partners; and provided preliminary law enforcement query results and subject analysis to district investigators within the first 24 hours of entry into the USMS’s case management system. The Threat Management Center’s rapid response and preliminary research reduced district investigative timelines, accelerated protective responses, and ensured a shared awareness of the threat environment among stakeholders.

The concept also continued to foster information exchange efforts with more than 40 law enforcement and intelligence agencies that share protective intelligence interests, and enabled outreach to other intelligence community components via liaisons located at the National Joint Terrorism Task Force and the National Counterterrorism Center. The USMS participated in more than 50 interagency training events, forums, and committees, further fostering collaboration and increasing awareness of mutual protective intelligence capabilities and concerns among partners and stakeholders. Similarly, the agency established the USMS Intelligence Governance Board (IGB) to foster collaboration within the USMS. The IGB subcommittees and working groups are designed to enhance awareness of intelligence capabilities and increase information sharing across the USMS.

**Greater agility and innovation** To improve agility and modernize thought among the protective investigation workforce, the USMS hosted two Protective Investigations

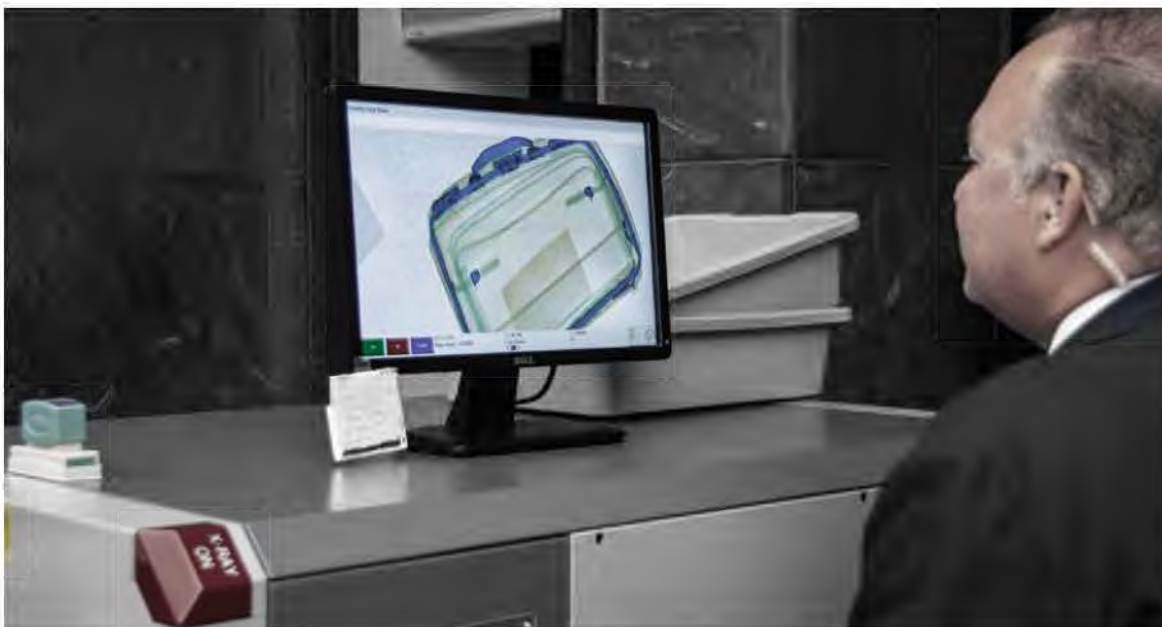
Training Program courses in FY 2018 and trained an additional 98 protective intelligence investigators, judicial security inspectors, and collateral duty district threat investigators. The USMS also created the Protective Intelligence Enterprise Working Group in FY 2018, providing 33 investigators with advanced tactics, techniques, and procedures. A direct result of the working group was the establishment of a five-year strategic plan for the USMS’s protective intelligence enterprise. This interdisciplinary approach to training and collaboration provides investigators with a well-rounded set of skills that further enables districts to reduce the potential for targeted, violent attacks against protected persons, facilities, and events.

The USMS also began revision of its Protective Investigations Training Program, centering on a “live-problem” approach whereby investigators learn the latest investigative methodology and directly apply it to real-world scenarios taken from investigative files. This revision is planned to be completed in FY 2020.

### Strategic Objective: Strengthen the Judicial Facility Security Program to ensure efficient and effective court security

In FY 2018, the USMS took decisive actions to improve its Judicial Facility Security Program by increasing organizational capacity, accountability, and the effectiveness of methods designed to achieve program objectives.

**Conduct a business process reengineering initiative that leverages technology to improve program management including financial and administrative practices** In FY 2018, the judicial security mission improved business practices and increased collaboration with districts through the application of agile methods to its analysis, enabling prompt implementation of process improvement recommendations. More than 70 recommendations were identified and accepted by judicial security leadership and have either been fully implemented or are on track towards full implementation. These recommendations include strategies that improve the management and use of facility data, the processing of annual resource call requests for physical security projects, and the formulation of the CSO Staffing Standard. Conservative estimates show between 6,800 and 8,800 work hours saved annually as a result of these process improvements.



CSO conducts a security screening at a judicial facility.

### Assess the CSO workforce and hiring practices to ensure mission needs are being met

**Improved CSO onboarding:** Applicants for contracted CSO vacancies are required to pass background investigations and receive favorable medical determinations as conditions of their employment. Both requirements add to the length of time for a CSO to begin working. In FY 2018, the USMS made concerted efforts to fill CSO vacancies in a more timely manner by partnering with service providers to improve the quality of the candidates submitted to fill vacancies, and issuing approvals to start work in advance of the completion of the background investigation and medical review. At the start of FY 2018, a total of 296 CSO positions were vacant or awaiting pending applicants to begin performance. This represents 6.8 percent of the total number of authorized CSO positions. By the end of the fiscal year, the USMS had reduced that number to 227 CSO positions vacant or awaiting pending applicants to begin performance, representing 5.2 percent of the total number of authorized CSO positions. Additionally, there were 3,271 medical determinations made for incumbent and applicant CSOs, and a total of 564 background investigations adjudicated for either initial investigations or periodic reinvestigations.

**Provided CSO Phase II Training:** CSO Phase II Training offered by the USMS produced a 99.8 percent pass rate by the 615 CSO trainees. Phase II of this training ensures that CSOs operating within federal court facilities possess the training, skills, and abilities necessary to detect and mitigate potential threats to the judiciary

posed by threat actors attempting to introduce contraband into secured facilities. The training also provides an additional layer of security for the judiciary, partnering agencies, and stakeholders in the fulfillment of their statutory obligations.

## EFFECTIVE AND EFFICIENT CONTRACTING



In FY 2018, the USMS awarded three contracts for CSO services within the Second, Ninth, and Tenth Judicial Circuits. These contract awards ensure continuity of services at facilities under the agency's protection and provide for 1,792 CSO positions, which represents 33.8 percent of the 5,306 total agency CSO positions authorized.

**Modernized CSO firearms qualifications:** The USMS initiated a pilot study in the field to modernize the firearms qualification course for CSOs. The agency is spearheading a plan which will modify the current CSO firearms qualification course to mirror the same course as DUSMs. The new course includes the requirement for CSO movement during the firing sequence, and an increase from 70 percent to 80 percent accuracy required to pass the firearms qualification. The pilot study identified unforeseen impacts and areas for improvement such as implementation challenges and the need for increased firearms training for CSOs.

**Conducted physical intrusion testing:** In FY 2018, the USMS conducted a total of 1,773 physical intrusion tests, resulting in a 99.7 percent completion rate for all districts. These tests provide compliance and quality assurance checks to further the successful implementation of skills and abilities learned through the CSO Phase II Training.

**Initiated CSO Personal Identity Verification (PIV) card pilot:** The USMS coordinated, funded, and is in the process of implementing a 400-person pilot to provide CSO PIV cards in the field. The CSO PIV card pilot program will provide increased security through the elimination of redundant, less secure, and costly access control systems.

### Modernize the Physical Access Control Systems (PACS)

**Modernized PACS:** In FY 2018, the USMS issued 418 new electronic security project task orders at a total cost of \$56.2 million and funded 16 new PACS upgrade projects at a total cost of \$21.1 million. This continues to further

CUTTING EDGE  
SECURITY APPROACHES

Personal protection is a responsibility that permits no errors. Our judicial process, the court family, and witnesses require cutting edge approaches to provide the most effective security possible. This includes having the very best intelligence, behavioral, and threat analysis; risk assessment methodologies; and solutions to combat the challenges resulting from advances in social media and technology. To address these challenges, the USMS has enhanced training for all law enforcement personnel as well as our protectees. Enhancing predictive and trend analysis allows the USMS to create risk assessments that define the appropriate levels of security. The USMS will ensure consistent, appropriate responses by formalizing the parameters for protection, addressing the management challenges of extended protection details, and addressing the growth and complexity of cases requiring long-term protection.

the effort to modernize PACS, improve security, and prepare for a fully compliant solution to Homeland Security Presidential Directive 12. The USMS also performed final inspections of 18 PACS upgrade projects in FY 2018.

**Initiated the Enterprise PACS pilot program:** The USMS began implementing the Enterprise PACS pilot program. The project is currently on track to be implemented at two field locations in Denver, Colorado, and Martinsburg, West Virginia, by the end of the fiscal year. The project is designed to test the feasibility of implementing a fully centralized PACS and eliminate the need to track and manage hundreds of disparate PACS servers.

**Strategic Objective: Improve the management and structure of the judicial security mission set**

Improvements to the management and structure of the judicial security mission set enhance performance outcomes.

**Evaluate district management practices to establish a strategy to improve oversight of the judicial security mission** To improve oversight, the USMS designed the Judicial Security District Leadership Workshop to inform chief and assistant chief DUSMs of judicial security policies. In April 2018, the USMS conducted the pilot course to 17 U.S. marshals, chief and assistant chief DUSMs. Five more iterations were held in FY 2018. Overall feedback from class evaluations has been extremely positive.



## MISSION: WITNESS PROTECTION

The Witness Security Program enables the U.S. government to pursue and prosecute criminals ranging from a single actor to organized crime, gangs, or terrorist groups. In 1971, the USMS was tasked with the protection of witnesses whose lives are threatened as a result of their testimony based on the 1970 Organized Crime and Control Act. Witness protection is provided in different phases and on many fronts to ensure safety of witnesses and their families before, during, and after trial proceedings. The program is assessed on a continuous basis in order to provide timely services and to identify areas for improvement.

**MISSION PROGRAM DATA**

**Figure 3 – Total Number of Witness Security Program Participants**



**Figure 4 – Identified and Mitigated Security Breaches**



**Strategic Objective: Manage the complexities of long-term protection**

Providing long-term protection and security for witnesses entering into the program has become very challenging and complex. Personal protection is a responsibility that permits no errors. The USMS judicial process, the court family, and witnesses require cutting edge approaches to deliver the most effective security possible, including having the very best intelligence, behavioral, and threat analyses and risk assessment methodologies and solutions.



The USMS conducted a pilot training program with 24 participants to develop key competencies among operations personnel that implement protective service missions.

**Define Levels of service, potential growth, and impact to resources**

**Enhancing protective operations training:** The USMS judicial security and witness security missions designed a new training initiative focused on protective intelligence. Together they understood that the program needs to be flexible to accommodate increasing foreign national protectees, changing prosecutorial objectives, and the proliferation of social media technological advancements such as geo-tagging and Global Positioning System (GPS). During FY 2018, the USMS piloted the recently developed Protective Service Training Program curriculum with 24 participants. The eight-day training program builds on the protective services operations principles taught during basic training for DUSMs. It is designed to develop key competencies in effective coordination and implementation of protective service missions. These key competencies include protocols for briefing protected persons, conducting effective threat and vulnerability assessments, and using less-than-lethal defensive tactics. To enhance officer safety, the program also provides tactical firearms training and guidance on administering medical treatment. The program will serve as an annual training opportunity for districts and also senior inspectors responsible for planning and executing protective operational missions.

**Helping protect those assisting DOJ in crime fighting efforts:** During FY 2018, the witness security mission worked with the DOJ’s Office of Enforcement Operations (OEO), the U.S. Citizenship and Immigration Services (USCIS), and the Department of Homeland Security (DHS) to ensure the protection of clients that are not U.S. citizens by reviewing the business process of immigration services. These efforts helped strategically address the more than 2,750 requests for immigration services over the previous year, to include lawful permanent residence (LPR) and asylum requests/applications. The team also worked with the DOJ Office of the Inspector General (OIG) to improve services and records maintenance. These efforts enhanced protection and services to immigrants, which is vital to the future protection of those who have assisted the DOJ in fighting crime.

REDUCING RISK AND IMPROVING CLIENT RETENTION

Three new analytical tools were developed in FY 2018 for the preliminary interview process, retention, and relocation assessments. These tools help provide an enterprise-wide solution when making decisions on the consistent assessment, quantification, and visualization of a participant’s risk. They also outline best practices for the program including client management approaches according to specific risk drivers and methods to improve program retention. These pivotal products will expand the mission’s existing reporting, visualization, and analysis capabilities and streamline executive information and reporting.

**Identify and address problems impeding successful relocation and employment**

**Strengthening partnerships to improve successful transition:** The adjudication process represents the period of time to onboard and transition a client into self-sufficiency. To capture successful performance improvements, the witness security program began reengineering recordkeeping and metrics to effectively define client success. They began this process by partnering with program stakeholders to facilitate input and garner insight into client self-sufficiency. These stakeholders include DOJ’s OEO; the U.S. Attorney’s Offices in the Eastern District of New York, the Southern District of New York, the Southern District of California, and the Central District of California; the Federal Bureau of Investigation (FBI); and the Federal Bureau of Prisons (BOP). As a result of the wide range of stakeholder input, they are using the information to develop new analytical products.

**Assisting clients in imminent danger:** The USMS continues to build and maintain relationships based on trust with the USCIS and DHS to ensure the continuity of operations, timely processing of asylum applications for protected witnesses, and enabling of specific clients to receive LPR documents. The USMS also works in collaboration with the U.S. Department of Veterans Affairs, the Defense Personnel Records Center, the Social Security Administration, the U.S. Department of Health and Human Services (HHS), and the BOP. Specifically, collaborative efforts led to participants who were in imminent danger receiving full medical records and Medicare benefits upon the authorization of their new identities.

# GOAL 2: INVESTIGATIONS

TO STRENGTHEN THE EFFECTIVENESS OF DOMESTIC AND INTERNATIONAL INVESTIGATIONS



To achieve its investigative missions, the USMS conducts three types of activities: fugitive apprehensions, protecting America's children and communities, and asset forfeiture. In FY 2018, investigations focused on: reducing violent crime, disrupting criminal networks and transnational organizations, increasing safety of task force operations, enhancing surveillance technologies, tracking noncompliant sex offenders and locating missing children, and expanding collaboration with national and international law enforcement partners.

To further promote the USMS's goals of strengthening the effectiveness of domestic and international investigations, in FY 2018 the USMS focused on the following supporting objectives:

- Maximize the efficiency of fugitive apprehensions
- Ensure the stability and safety of USMS international investigative missions and strategically expand the USMS footprint and capabilities around the globe
- Invest in cutting-edge investigative technology and modern infrastructure
- Protect children and communities through the rigorous investigation and arrest of noncompliant sex offenders
- Ensure effective financial investigation, management, and disposal of seized and forfeited assets to assist in the achievement of DOJ's goals to disrupt and dismantle criminal organizations

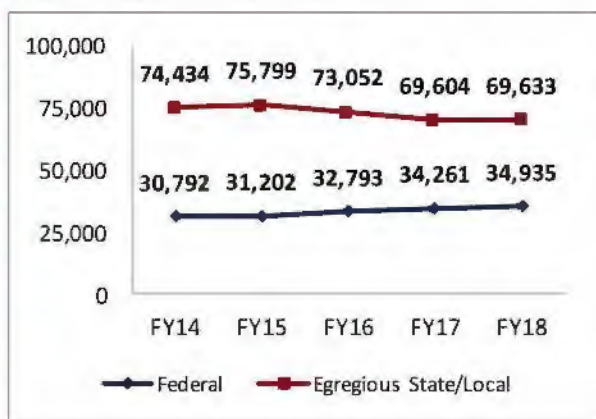
## MISSION: FUGITIVE APPREHENSION

Fugitive apprehension is a principal USMS mission and has the greatest opportunity to improve public safety by reducing the number of violent offenders in America’s communities. As the federal government’s primary agency for conducting fugitive investigations, the fugitive apprehension mission consists of domestic and international fugitive investigations, including fugitive extraditions and technical operations such as the Organized Crime Drug Enforcement Task Forces (OCDETF) overseen by the attorney general. The USMS has the authority to enforce the Fugitive Felon Act and may assist state and local agencies with their fugitive missions, even in the absence of interstate or other extra jurisdictional flight. Through interagency fugitive task forces, international operations, information-sharing programs, and close cooperation with other federal, state, local, tribal, and territorial law enforcement agencies, the USMS facilitates the timely apprehension of dangerous fugitives and helps preserve the integrity of the criminal justice system.

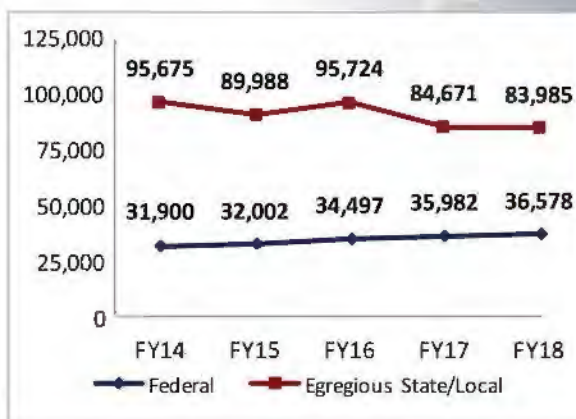
The USMS serves as the custodian of all federal arrest warrants until execution or dismissal and maintains a federal fugitive caseload of approximately 50,000 each fiscal year. Over the last decade, the USMS has apprehended or cleared more than 338,829 federal fugitives, including 34,935 in FY 2018.

**MISSION PROGRAM DATA**

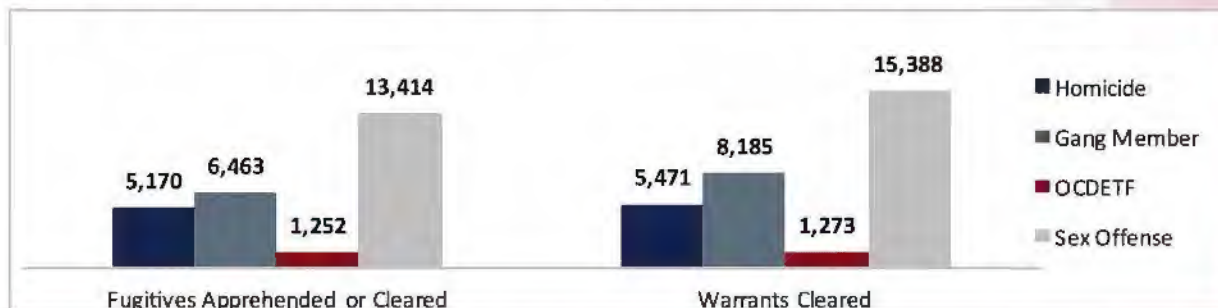
**Figure 5 – USMS Federal and Egregious State and Local Fugitives Apprehended or Cleared**



**Figure 6 – USMS Warrants Cleared**



**Figure 7 – FY 2018 Special Subtotals, USMS Federal and Egregious State and Local Fugitives Apprehended or Cleared**



**Table 1 – USMS Seizures from Fugitive Investigations, FY 2014 - FY 2018**

USMS Seizures from Fugitive Investigations				
	Firearms	U.S. Currency (\$)	Vehicles	Narcotics (kg)
FY18	4,008	10,325,515	185	3,314
FY17	3,743	10,054,918	156	1,050
FY16	3,563	5,602,294	119	7,802
FY15	2,971	18,270,249	133	1,996
FY14	2,896	6,621,112	135	3,259

### Strategic Objective: Maximize the efficiency of fugitive apprehensions

The USMS manages its investigative resources and invests in strategies to achieve the greatest programmatic gain to increase public protection. To have the greatest impact in U.S. communities, the fugitive apprehension program focuses on the most violent, most egregious federal, state, and local offenders.

#### Allocate resources efficiently to maximize effectiveness in state and local fugitive apprehension

**Increasing the safety and effectiveness of USMS task force operations:** In support of the Joint Law Enforcement Operations program, the USMS entered into a vehicle lease program in FY 2018 through the General Services Administration (GSA) to equip full-time TFOs assigned to USMS fugitive task forces with vehicles to be used in support of task force operations. Many state and local task force partner agencies rely on vehicles provided through this program to sustain their participation on the task forces, and the vehicle lease program enables TFOs to operate safe, low-mileage vehicles that will be replaced when age or mileage thresholds are reached. In FY 2018, the USMS leased 500 vehicles.



A vehicle lease program will equip full-time TFOs assigned to USMS fugitive task forces with safe, low-mileage vehicles.

**Reducing violent crime with addition of a new regional fugitive task force:** In FY 2018, the USMS established its eighth regional fugitive task force to cover the Eastern, Middle, and Western Districts of North Carolina and the District of South Carolina. Following extensive research and planning to determine the optimal organizational structure and placement, the Carolinas Regional Fugitive Task Force will enable the USMS to strengthen its fugitive apprehension resources while providing greater coverage in the high-crime corridors in the eastern part of the country. The USMS Regional Fugitive Task Force program serves as an important tool in support of the DOJ's violent crime reduction strategies.

**Using technology to increase the safety and effectiveness of USMS fugitive apprehensions:** In FY 2018, the USMS conducted approximately 56,000 surveillance operations related to 24,000 warrants. These operations dramatically reduce the amount of time, money, and resources expended to locate and apprehend violent offenders, as well as reduce the risk to the public and increase officer safety by allowing law enforcement to leverage technology for high-risk fugitive apprehensions.

**Increase investigative capability and agility through non-traditional methods** Protection of operational personnel involved in the enforcement mission is enhanced by ensuring they have access to the latest technology, tools, and safety equipment. The USMS piloted the Rapidly Advancing Manhunt program to establish best practices and prepare operational and administrative personnel to deploy quickly in support of large-scale manhunt situations. These types of USMS-led district and regional fugitive task force investigations are not routine in nature and generally evolve from high-profile crimes such as active shooters, child abductions, shooting of law enforcement officers, and facility escapes. The program aims to ensure USMS responses to rapidly advancing incidents are efficient and effective and focus on the mitigation of risk.

**Formalize the roles and responsibilities for the support and oversight of domestic investigations** In FY 2018, the USMS aligned its Gang Enforcement Program and the Organized Crime and Drug Enforcement Task Forces Branch to form the Organized Crime and Gangs Branch. Through strategic fugitive investigations, this new branch seeks to disrupt and destabilize criminal networks holistically, from street level gang members to high-ranking leaders of the most notorious transnational criminal organizations. Through this realignment, USMS support for DOJ priorities such as OCDETF, the National Public Safety Partnership, and Project Safe Neighborhoods, has led to USMS Gang Enforcement becoming an extremely valuable tool in the Department’s efforts to combat violent crime. Operation Triple Beam (OTB) is the USMS’s counter-gang operation designed to provide immediate relief from violent gang-associated crime. The USMS successfully conducted 17 gang enforcement operations in FY 2018, including 10 OTBs, resulting in approximately 2,360 arrests and 515 firearms seizures. OTB has demonstrated to be an effective method for reducing street-level gang violence. The demand for sustained violence reduction through OTB has risen significantly in FY 2018 from the five OTBs conducted, on average, over the previous few years. The attorney general praised these results, stating that OTB is a proven methodology that the DOJ will continue to prioritize.

**Table 2 – FY 2018 Violent Gang Fugitives Arrested/Cleared, by USMS Arrest**

Criminal activity	No. of arrests
Homicide	569
Robbery	667
Assault	1,067
Kidnapping	75
Sex offense	45
Weapons offense	1,128
Narcotics	1,609



In OTB Colorado, the USMS partnered with federal, state, and local law enforcement agencies to target fugitive gang members and the organizations responsible for committing violent crimes. The joint operation led to the arrest of 156 people.

**Strategic Objective: Ensure the stability and safety of USMS international investigative missions and strategically expand the USMS footprint and capabilities around the globe**

The globalization of crime and immediate mobility of fugitives require an intensive effort from law enforcement to address the increasing number of fugitives wanted by the United States who flee to a foreign country to avoid prosecution or incarceration and those wanted by a foreign nation but are believed to be in the United States. As other federal law enforcement agencies commit more resources to terrorism, cyber-based threats, transnational criminal organizations, and border security, the role of the USMS in the apprehension of violent fugitives takes on greater importance.

The USMS protects the public from transnational fugitives through coordinated enforcement efforts with foreign and domestic law enforcement by: directing, coordinating, and initiating transnational fugitive investigations conducted by USMS personnel, its task force partners, and foreign law enforcement agencies; managing USMS Foreign Field Offices and supervising exterritorial investigations; assisting with and executing the U.S. government's extradition program; and developing strategic partnerships with foreign authorities to enhance the capabilities of international enforcement missions.

These coordinated enforcement efforts are facilitated by the presence of four foreign field offices, six Headquarters-based geographical areas of responsibility, and the Collateral Duty International Liaison Program. The USMS also maintains liaison positions with the International Criminal Police Organization (INTERPOL) U.S. National Central Bureau-Washington, DOJ's Office of International Affairs, and the Department of State's Bureau of Diplomatic Security Service.

In FY 2018, the USMS performed international enforcement activities in more than 70 percent of the world's nations through investigations and removal missions, despite having permanent foreign presence in only four countries. The USMS closed 1,840 transnational fugitive investigations requiring investigative coordination with 138 countries and territories, and managed and executed 770 removal missions through coordination with 72 foreign nations.

**Develop a strategy to increase the breadth of foreign fugitive cooperative relationships**

**Argentina:** For the third consecutive year, the USMS partnered with the Argentine Federal Police (PFA) to provide training at the INTERPOL National Central Bureau in Buenos Aires, Argentina. The reciprocal relationship offers investigators from the USMS and PFA an opportunity to demonstrate best practices and enhance cooperation throughout the Southern Cone of the continent.

**Colombia:** The USMS and Colombian National Police established a strategic partnership in FY 2018 to address extraditions and transnational fugitives. Over the course of the last 12 months, the USMS established and maintained a new removal mission strategy to effect significant cost savings for the U.S. Extradition Program in Colombia. Colombia maintains the highest number of removed fugitives of any country the United States shares a bilateral extradition treaty with—on average, more than 100 fugitives are returned from the U.S. to Colombia per year. As of September 2018, more than 30 missions have been conducted under the new strategy with great success. This cooperative relationship has also strengthened the USMS investigative mission in Colombia to target violent fugitives who flee the United States, including the location and arrest of a fugitive in Medellin, Colombia, who was wanted for a 2011 murder in Massachusetts.

**Jamaica:** The USMS has been a significant partner to combat transnational organized crime originating in Jamaica. At the forefront of this battle is the United States' effort to stem criminal lottery scams. The USMS aligned its investigative resources in a collaborative effort with U.S. and Jamaican law enforcement partners to locate, apprehend, and extradite those accused of committing this highly complex fraud. The criminal conspiracy of lottery scamming originates abroad and typically targets the most vulnerable Americans, often defrauding them of thousands of dollars and, in some instances, their life savings. Since 2016, the USMS has opened numerous investigations targeting persons wanted for lottery scamming and has successfully extradited 16 defendants to the United States to face justice.



**Formalize funding, staffing, and technical support to outside continental United States (OCONUS)**

**missions** In FY 2018, the USMS conducted a comprehensive requirements analysis and formalized protocols in support of USMS OCONUS operations. These bilateral missions are structured to assist authorities in identifying, locating, and apprehending top tier members of Transnational Criminal Organizations in an effort to significantly disrupt, diminish, and dismantle their organizations and stem the flow of drugs and undocumented criminal aliens crossing the southwest border (SWB) into the United States.

**Strategic Objective: Invest in cutting-edge investigative technology and modern infrastructure**

Continuously evolving technology remains a challenge for the entire law enforcement community. It is extremely difficult to keep pace with rapidly emerging technology and expanded capabilities with constrained resources. Through collaborative efforts, the USMS has been able to supplement its equipment inventory and regularly test and evaluate emerging technologies while also engaging in research and development. Biometrics and Information Technology challenges remain the key priorities to be addressed.

**Build the capability for agile strategic and tactical intelligence** The USMS developed biometrics capabilities and deployed a mobile application to transmit and receive important identifying information with the FBI’s Criminal Justice Information Services and other law enforcement platforms. DUSMs often encounter tense situations while in the field and may not have the time or resources to access criminal justice information through a computer or call center. This application provides rapid, real-time access to crucial information on warrants, criminal history, and suspects for increased deputy safety and efficiency.

**Provide technical expertise for new electronic surveillance technologies** To further investigative resources, the USMS participated in research and development projects designed to enhance wireless communications collection capabilities. This capability development is an effort to keep pace with rapidly-evolving telecommunication systems and platforms.



The use of biometric technologies allow USMS personnel to quickly identify potential suspects in the field.

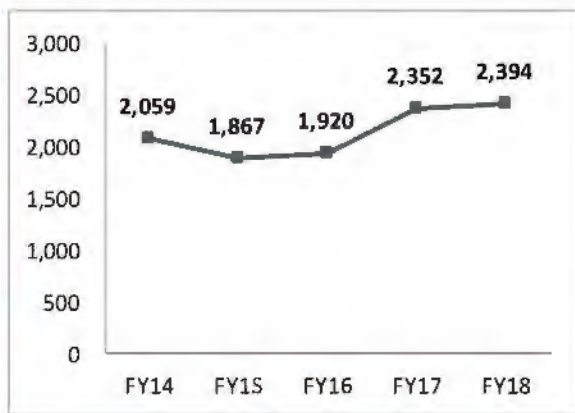
## MISSION: PROTECTING AMERICA'S CHILDREN AND COMMUNITIES

The Adam Walsh Child Protection and Safety Act [AWA] was signed into law on July 27, 2006. The USMS was designated the lead federal agency to investigate violations of the Act and given the mandate to assist state, local, tribal, and territorial jurisdictions in locating and apprehending noncompliant sex offenders. As such, the USMS has taken an aggressive approach toward protecting communities from violent sex offenders and child predators by partnering with other federal, state, local, tribal, and territorial law enforcement authorities involved in the regulatory process of registration.

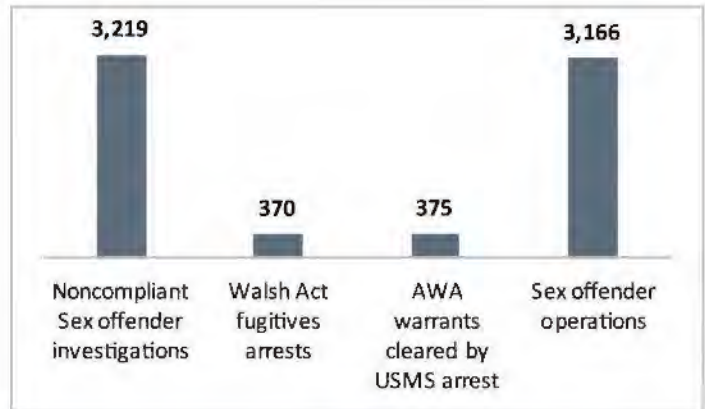
In FY 2018, the USMS led and conducted 383 sex offender operations in conjunction with federal, state, local, territorial, and tribal law enforcement partner agencies. During the course of these operations, the USMS assisted law enforcement partners with 54,328 compliance checks, or approximately 5.9 percent of the entire 2018 registered sex offender population, which stands at approximately 917,771 [source: National Center for Missing and Exploited Children].

MISSION PROGRAM DATA

**Figure 8 – Noncompliant Sex Offender Investigations**



**Figure 9 – AWA Activities from FY 2006 to FY 2018**



### Strategic Objective: Protect children and communities through the rigorous investigation and arrest of noncompliant sex offenders

Through specialized training, targeted programs and funding, enforcement activities, and collaborative partnerships with organizations such as the National Center for Missing and Exploited Children and the DOJ's Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking Office, the USMS significantly supports all levels of domestic, international, military, and tribal law enforcement in pursuing unregistered and noncompliant sex offenders.

#### Strengthen USMS investigators' and state and local task force investigators' acumen through innovative training and communication

**Recovering missing children:** On November 16, 2017, the USMS assisted in the recovery of its 1,000th missing child, reflecting more than a decade of partnership between the USMS; its federal, state, and local law enforcement partners; and the National Center for Missing and Exploited Children. With the enactment of the Justice for Victims of Trafficking Act in May 2015, the USMS received expanded authority to respond to law enforcement requests for assistance in any missing child case where its resources are believed to be applicable. Now, under its expanded authority, the USMS tracks two types of missing child cases: fugitive/missing child cases that include a nexus to a previously existing USMS investigative authority, and critically missing child cases, which are based solely on a risk to the child, where the Act's authority allows for USMS involvement. The USMS has been tracking program totals since 2005, with the first 500 recoveries occurring over 10 years and the last 500 recoveries occurring within the last three years.

**Implementing training and awareness:** The USMS continues to prioritize and provide continuing education to USMS personnel and state and local partners, as well as outreach initiatives for tribal and military populations. In FY 2018, the agency formalized a comprehensive annual training plan that outlines all mandatory internal training and outreach events, as well as external training opportunities for law enforcement personnel assigned to the noncompliant sex offender mission. The USMS also conducted two training events focused on the role of the USMS in investigating and prosecuting federal violations of the AWA, including resources and tools available to state and local investigators to assist in that effort. The Missing Child Unit developed and presented a new three-day training course to 50 USMS districts and regional fugitive task force supervisors and investigators that will assist in effective implementation of the mission.

**Interdiction for the Protection of Children (IPC):** Through a partnership with the Texas Department of Public Safety, the USMS developed and implemented a large-scale expansion of the IPC program. The IPC program is an innovative, proactive policing approach designed to prevent criminal offenses through active intervention as well as intelligence gathering. Initiated by the Texas Department of Public Safety to be used by patrol officers during traffic stops, the program teaches law enforcement personnel how to spot indicators of child sex trafficking and other factors that might suggest an at-risk youth. The USMS developed a curriculum in FY 2018 that is more closely aligned with the enforcement work conducted by USMS investigators every day. This newly developed curriculum served as the foundation for a training course for 108 USMS investigators trained this year. To date, the program has safely rescued nearly 500 children from sexual abuse and exploitation. In FY 2018, the USMS provided IPC training to authorities in Durham, England, marking the first USMS international IPC training. The exploitation of children often involves transnational criminality, e.g., child sex trafficking and child pornography offenses, and the USMS has seen increased requests from countries including Canada, the United Kingdom, Australia, Indonesia, and Spain.

**CHILD IN IMMINENT DANGER**

In 2018, the USMS was asked by a partner federal law enforcement agency to lead an effort to locate a 16-year-old child suspected of being a child sex trafficking victim. The child was known to be at grave risk of violent crime due to association with a group of highly violent adult offenders.

The child had been listed by law enforcement in the New Orleans area as being missing and endangered, but efforts to locate her had been unsuccessful. Eight months earlier, the child had been the target of a brazen shooting that killed two other individuals. She narrowly escaped with her life and was believed to be in imminent danger.

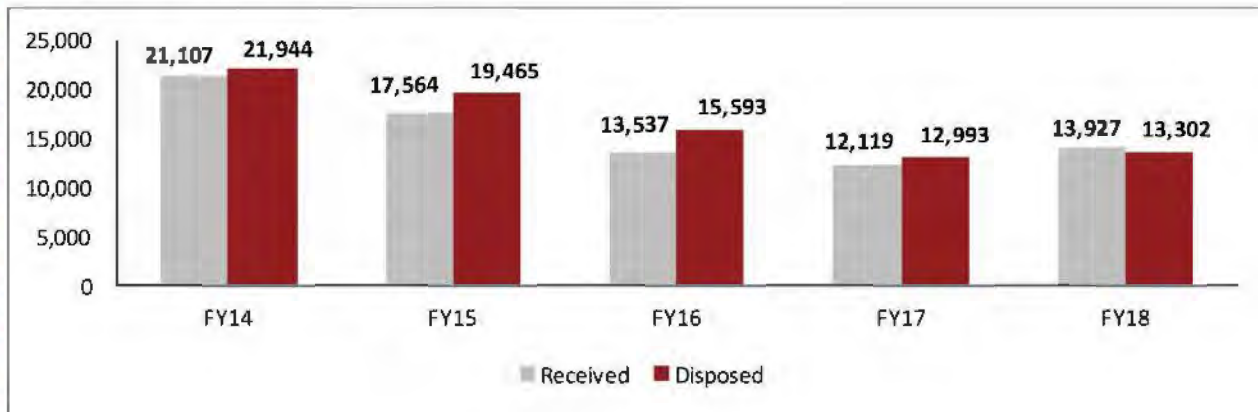
The USMS and its partner law enforcement agencies left no stone unturned in its around-the-clock effort to locate the child and provide protection from those who sought to do her harm. Twenty-four days after the search began, the USMS successfully located the child.

## MISSION: ASSET FORFEITURE PROGRAM

The DOJ Asset Forfeiture Program (AFP) plays a critical and key role in disrupting and dismantling illegal enterprises, depriving criminals of the proceeds of illegal activity, deterring crime, and restoring property to victims. The USMS is the primary custodial agency of the AFP. In addition to core fiduciary responsibilities associated with the management and disposition of assets valued in the billions of dollars, the USMS also provides vital support to the U.S. Attorneys' Offices and the investigative agencies by assisting with pre-seizure planning and financial investigations. As a world leader in asset management and asset disposal, the USMS AFP also receives requests for technical assistance from countries around the world. These requests range from conducting assessments of a country's AFP to providing assistance with the restraint of property, both domestic and foreign.

MISSION PROGRAM DATA

Figure 10 – Assets Received and Disposed of by the USMS



**Strategic Objective: Ensure effective financial investigation, management, and disposal of seized and forfeited assets to assist in the achievement of the DOJ AFP goal to disrupt and dismantle criminal organizations**

### Expand collaboration between AFP and international law enforcement partners

**Providing training to other nations with direct results:** The government of Sri Lanka requested assistance from the Office of Overseas Prosecutorial Development, Assistance and Training as it began the creation of an AFP. As the primary custodian of the DOJ AFP, the USMS was requested to meet with officials from Sri Lanka to provide information on best practices and processes. In December 2017, the USMS met with the prosecutorial branch of the Sri Lankan government which included the attorney general and deputy solicitor general. This meeting included the review of forfeiture practices, equitable sharing with local authorities, and management of assets.

As a result of this assistance, in May 2018 Sri Lanka enacted reforms to establish fast-track courts for the prosecution of financial and corruption related crimes. This increase in the prosecution of white collar crimes led the judiciary branch of Sri Lanka to request additional assistance from DOJ's Office of Overseas Prosecutorial Development, Assistance and Training to become better informed about managing these types of cases and other forfeiture-related issues. In August 2018, the USMS met with the Sri Lankan judiciary branch which included four Supreme Court justices and seven appellate court justices to review strategies for asset preservation and expedited disposal strategies for trials progressing through the courts. In September 2018, a criminal case involving illegal vehicle importation, with assets valued at more than one million dollars, was brought before the courts of Sri Lanka. The justices overseeing the case directly addressed the issue of protecting the assets from devaluation during the trial. The best practices shared by USMS directly led the justices to address this issue, which had historically been ignored by the Sri Lankan courts.

**High stakes case with large returns:** Chief Executive Officer Raymond Bitar, who operated the online gaming site Full Tilt Poker, used the site to run an international Ponzi scheme and steal hundreds of millions of dollars from the registered players. Upon conviction, a \$40.0 million money judgment was levied against Bitar. From 2012 to 2015, the USMS expended significant work on the post-conviction tracing, recovery, and liquidation of the criminal assets of Bitar and his associates, both domestically and internationally. Part of these assets included several financial accounts located on the small Channel Island nation of Guernsey. Three mutual legal assistance requests were sent to the Guernsey authorities seeking their assistance with the tracing, restraint, forfeiture, and recovery of the proceeds that had been laundered to accounts in Guernsey. In response to those requests, the Guernsey authorities used domestic proceedings to block the Bitar accounts as well as provided bank records that facilitated the U.S. investigation and forfeiture. Ultimately, their cooperation affected the final U.S. judgment of forfeiture and liquidation of accounts. In December 2017, more than \$12.8 million in criminal proceeds were recovered via this first-ever forfeited asset-sharing case with Guernsey.

**Assist the DOJ component agencies to transform the AFP**

**Virtual currency:** In FY 2018, the USMS sold a total of 5,883 bitcoins during two auctions for a total of \$55.8 million. The USMS continues to be the lead custodian for the 22 different types of virtual currencies seized by the DOJ and the U.S. Department of Treasury [USDT].

**Selling assets tied to illegal pain clinics:** The USMS, in collaboration with the DEA, FBI, and the U.S. Attorneys’ Offices, coordinated the sale of 21 exotic cars, many of which were unique. These vehicles were seized as part of a multi-state DEA sweep in May 2015, which raided pain clinics operated by two doctors. The USMS took several steps to increase the exposure of the vehicles to a larger pool of potential bidders. This included holding a live auto auction in conjunction with a forfeited jewelry auction as well as scheduling the auction to be held during the Formula 1 International Race weekend in Austin, Texas in October 2017. International, national, and local media were on hand to film, report, and highlight the auction. Hundreds of people were in attendance at the asset preview day, and 252 online bidders and 62 live bidders participated in the auction. The vehicles sold for a combined value of \$2.7 million to include a one-of-a-kind 2006 Saleen S7 selling for \$461,000. The jewelry sold from other forfeited cases brought in \$1.5 million, netting a grand total of \$4.3 million in sales for the auction.

The USMS coordinated the sale of 21 exotic cars at a racing event. The cars were seized by the Drug Enforcement Agency, which raided illegal pain clinics.



**Conducting forfeiture financial investigations:** During FY 2018, the USMS directly identified \$31.6 million in assets to be targeted for forfeiture, contributed to the investigative efforts of \$54.4 million dollars in assets subject to forfeiture, and assisted U.S. Attorneys’ Offices in defeating third-party claims against \$890,000 in assets. Through cash payments, established payments plans, and identified assets to satisfy outstanding forfeiture money judgments, the USMS was able to collect more than \$12.4 million in money judgment cases.

**Large-scale drug trafficking operation (ongoing):** In January 2018, the USMS was asked to assist with an OCDEF investigation into a large-scale marijuana growing and distribution operation throughout the Sacramento, California, area. For years, the operation would use funds from China to purchase residential properties in false buyer names, and then convert these residences into indoor marijuana growing locations. In April 2018, civil forfeiture actions were filed against more than 100 houses in the Sacramento region suspected of being related to this criminal organization.

Simultaneously, the USMS provided personnel from eight district and two headquarters offices to assist hundreds of federal and local law enforcement officers in a two-day operation to execute search warrants at approximately 74 houses and two businesses suspected of being grow locations. This represents one of the largest residential forfeiture efforts in the nation’s history.

**Seizures linked to animal fighting operations continue to increase:** Since 2016, the USMS and the DOJ Environment and Natural Resources Division (ENRD) have worked closely to develop and implement a strategy for handling pre-seizure planning in federal animal fighting cases and pursuing civil forfeiture actions against seized animals involved in violation of the Animal Fighting Venture Prohibition of the Animal Welfare Act. In FY 2018, the USMS helped coordinate and participated in 15 seizure operations in 12 different districts in 10 different states and took custody of 455 dogs. This represents a 28 percent increase in animals seized from FY 2017. Since partnering with the ENRD, the USMS has taken custody of 811 dogs that have been linked to fighting operations.

**PAYMENTS TO VICTIMS OF CRIME AND FORFEITURE PARTNERS**

In FY 2018, the USMS issued 885 payments totaling \$1.6 billion to victims who suffered a direct loss caused by the offenses underlying the forfeiture actions. This included \$1.3 billion in payments to the victims of the Bernie Madoff case.

The USMS also processed 31,484 equitable sharing payments transactions worth \$405.4 million to approximately 2,429 state and local law enforcement agencies.

# GOAL 3: NATIONAL DETENTION OPERATIONS

TO PROVIDE FEDERAL PRISONER SECURITY, DETENTION, CARE, AND TRANSPORTATION



To achieve the agency's goal of optimizing national detention operations with cost-effective and well-established business practices, in FY 2018 the USMS improved information sharing; advanced mission critical systems; developed detention-related solutions to rapidly assist with DOJ initiatives; updated protection, housing, medical care, and transportation policies; and enhanced detention management, forecasting capabilities, and aviation safety.

To further ensure the effective oversight of national detention management and prisoner transportation, in FY 2018 the USMS focused on the following supporting objectives:

- Enable districts to resolve detention issues by improving data collection and creating performance measurement tools
- Implement innovative business practices to streamline detention operations
- Fully integrate and automate detention quality-assurance monitoring
- Provide adequate medical care in the most cost-effective manner
- Optimize the prisoner transportation network
- Transition to a National Detention Program
- Conduct an assessment to determine expansion of government transportation requirements and services

## MISSION: PRISONER SECURITY, DETENTION, AND CARE

The prisoner security mission is a complex and multi-layered function, both in scope and execution. The USMS is responsible for national operational oversight of all detention management matters pertaining to individuals remanded to the custody of the attorney general. The USMS ensures the secure care and custody of these individuals through several processes including providing sustenance, ensuring secure lodging and transportation, evaluating conditions of confinement, providing medical care deemed necessary, and protecting civil rights through the judicial process. In FY 2018, the detention population increased by 16 percent from the low of 48,200 as reported in May 2017. The increase in the detention population is attributable to the general increase in prisoners received that began in May 2017 following the rescission of the Smart-on-Crime Initiative.

MISSION PROGRAM DATA

**Figure 11 – Average Daily Prisoner Population (ADP)**



To house the USMS population in FY 2018, the USMS maintained a balanced approach to detention by housing 17 percent of prisoners in BOP detention facilities with beds specifically allocated for USMS use, 18 percent of prisoners in private facilities under direct contract with the USMS, and 65 percent of prisoners in Intergovernmental Agreement (IGA) facilities. The five-year ADP downward trend rose sharply in FY 2018 as the ADP increased by 10.5 percent from FY 2017.

**Figure 12 – Per-Day Detention Costs (in dollars)**



For all facility types, the per-day, per-capita detention cost was \$90.19 or 0.2 percent above the projected level of \$89.97 and 1 percent above FY 2017 costs. Aside from jail costs, the rate also includes detention services (in-district transportation and medical), which increased by 9.3 percent. Despite the 10.5 percent increase in ADP, the increased population levels resulted in greater economies of scale and therefore only a marginal increase in per-day detention costs.

**Figure 13 – Prisoners Produced for Required Events**



In FY 2018, prisoner productions were 12.4 percent above the projected level and 15 percent above FY 2017 productions. The increase in prisoner productions was attributable in part to the increase in the number of prisoners received as well as the increase in the overall detention population.



**Table 3 – Average Per Day Jail Rate Paid by Facility**

Performance Measure	FY 2017 (\$)	FY 2018 (\$)
Total	\$83.54	\$84.51
IGA Total	\$72.06	\$74.53
State and Local	\$73.67	\$75.58
Private, Indirect	\$67.05	\$71.10
Private, Direct	\$122.78	\$120.82

The USMS held the average per day, per capita jail cost to 0.8 percent above the projected level for all facility types and 1.1 percent above the FY 2017 cost. The rate paid at private facilities was 1.1 percent above the projected rate while the rate paid at IGA facilities was 3.1 percent higher than projected.

**Table 4 – Time in Detention, Prisoners Serving Imposed Sentences in USMS Custody**

Performance Measure	FY 2017	FY 2018
Prisoners with Short-term Sentences Released by USMS	32,129	44,442
<b>Days-in-Detention, Post Sentencing</b>		
30 days or less	21,954	33,903
31 to 60 days	5,651	5,625
61 to 90 days	3,480	4,028
91 days or more	1,044	886
<b>Average Detention Time (Days)</b>		
Pre-Sentence	12.0	9
Post-Sentence	28.6	22.6

An estimated \$90 million was expended to house post-sentenced prisoners. The USMS managed government resources efficiently by releasing 44,442 prisoners from USMS custody following short-term sentences. Short-term prisoners accounted for about five percent of the total USMS detention population. In FY 2018, this population increased by 38 percent with a corresponding 10 percent increase in the cost of housing short-term prisoners. Similar to FY 2017, 88 percent of the prisoners released following short-sentence expiration were arrested for immigration offenses.

**Table 5 - Prisoners Received: By Offense**

Performance Measure	FY 2017	FY 2018
Total	186,471	238,897
Immigration	58,663	113,646
Weapons	10,300	11,995
Drugs	25,603	25,467
Other	91,905	87,789

During FY 2018, the number of prisoners received by the USMS was 238,897 or 28.7 percent more than FY 2017. The number of prisoners received for immigration offenses increased by 95.1 percent; weapons offenses increased by 15.0 percent; and drug offenses decreased by 0.01 percent.

**Strategic Objective: Enable districts to resolve detention issues by improving data collection and creating performance measurement tools**

The USMS will develop systems that provide assessment and planning data to assist districts with managing complex detention problems. These systems will collect and display real-time, accurate information on detention costs and available federal, state, and local bedspace to resolve potential problem areas swiftly and at the lowest level.

**Define and develop the requirements to transition to a National Detention Operations Information Network**

**Ensuring better information sharing:** The USMS improved the national District Detention Management Reports (DDMR) intranet site to allow districts to view missing or erroneous data elements in prisoner records in order to improve data integrity as well as documentation of vital law enforcement information. These improved reports provide the districts a valuable tool they can utilize to manage their prisoner populations more efficiently and effectively.

**Building mission critical case management modules:** As part of the agency’s efforts to develop and deploy the new enterprise case management system, Capture, the USMS divided Prisoner Management into 10 functional areas: intakes; request designation; medical management; headquarters financial/billing; transportation; custodies; productions; facilities inspection; district financial/billing; and suspicious activity, assault, incident and death [SAID]. These modules will provide greater functionality for detention-related activities and will change the way the USMS approaches prisoner management.

**Develop an automated DDMR that captures each stage of detention from time of arrest to the time of release**

**Developing SWB detention reports:** In response to the attorney general’s April 26, 2018, memorandum regarding criminal illegal entry and the associated expected escalation in the prisoner population along the SWB districts, the USMS led a crisis action team that developed specific and immediate SWB detention reports and tools. These reports and tools allowed SWB districts to manage their prisoner populations (tracking, movement, and bedspace capacity) more efficiently and effectively.

SOUTHWEST BORDER INITIATIVE

When the attorney general issued new policies for criminal illegal entry into the United States by an alien, the expectation was that the projected increase in immigration offenders received would overwhelm the available bedspace along the SWB states. As a result, the USMS prisoner operations mission formed the SWB working group with district leadership to facilitate communication, identify challenges, and collaborate on detention-related solutions. Coordination with existing and new detention facility providers to identify and procure additional bedspace continues in order to accommodate the housing needs along the SWB.

**Strategic Objective: Implement innovative business practices to streamline detention operations**

The USMS will improve prisoner-processing time and reduce redundancy through better data sharing.

**Assess the feasibility and cost effectiveness of implementing strategically-sourced detention services**

**Updating restraint policy and procedures:** After the U.S. Supreme Court took “no position on the question” regarding the use of restraints in the courtroom on May 14, 2018, the USMS continued its comprehensive review of its restraint policies and procedures. This review included guidance on the maximum restraints necessary to secure special population prisoners and direction on documenting deviations from the standard. This review also included changes in how the USMS will collect and analyze the type and amount of restraints purchased in order to establish proper accountability of equipment and ensure appropriate utilization of allocated funds.



USMS personnel escort prisoners at detention facilities. The agency continues to review and update restraint policies and procedures.

**Enhancing Cooperative Agreement Program (CAP) to better assess and mitigate critical detention space challenges in affected districts:** The USMS implemented CAP enhancements to standardize the process for critically analyzing detention-housing spending and to make better-informed business decisions on acquiring detention facility services from state and local law enforcement partners. These enhancements included automation of the CAP request and funding process; improved and expanded oversight of facility enhancement awards; establishing a standing CAP committee to review all CAP requests to determine eligibility, priority, and funding availability; and establishing the CAP project inspection program.

**Strategic Objective: Fully integrate and automate detention monitoring with the Quality Assurance Program**

The USMS will assess and update the jail review and Quality Assurance Review (QAR) standards to eliminate redundancy and enable trend analysis.

**Implementing new restrictive housing guidelines for USMS prisoners:** In response to the DOJ's "Report and Recommendations Concerning the Use of Restrictive Housing," the USMS developed training and reporting procedures to incentivize the 1,000 jails used by the USMS to report their use of restrictive housing. This effort increased the restrictive housing reporting compliance rate by 22.7 percent in FY 2018 and the USMS expects the restrictive housing reporting compliance rate to increase significantly in FY 2019.

**Improving detention contract management and conditions of confinement:** The USMS assigned eight detention contract administrators (DCA) to oversee private detention contract facilities throughout the United States in order to improve and enhance operational compliance with the Federal Performance-Based Detention Standards while providing safe, secure, and humane conditions of confinement and preserving the integrity and judicious expenditure of taxpayer dollars. The USMS also put in place a training program to educate both DCAs and detention management investigators on effective oversight of operations at private and IGA facilities.

**Strategic Objective: Provide adequate medical care in the most cost-effective manner**

The USMS will develop an electronic system to support the various aspects of the National Medical Care Program to alleviate workload and improve efficiencies.

**Revising HHS' Public Health Service (PHS) Support Memorandum of Agreement (MOA):** The USMS coordinated with the HHS' PHS to revise the USMS-PHS MOA. These efforts ensure the roles and responsibilities of both the USMS and the PHS are clearly defined to provide more effective and efficient PHS medical support to the USMS.

**Develop cost-effective solutions for the care of chronically ill USMS prisoners**

**Renegotiating BOP Detention and Medical Memorandum of Understandings (MOU):** The USMS renegotiated the Detention and Medical MOU with the BOP that outlines the fiscal and operational roles and responsibilities of the USMS and BOP concerning USMS prisoners housed in BOP facilities. Points of understanding included medical expenses, medical transportation, medical guard services, and medical community engagement. Now that the BOP is both operationally and fiscally responsible for the healthcare provided to USMS prisoners housed in their facilities, BOP is in a position to garner greater efficiencies and savings.

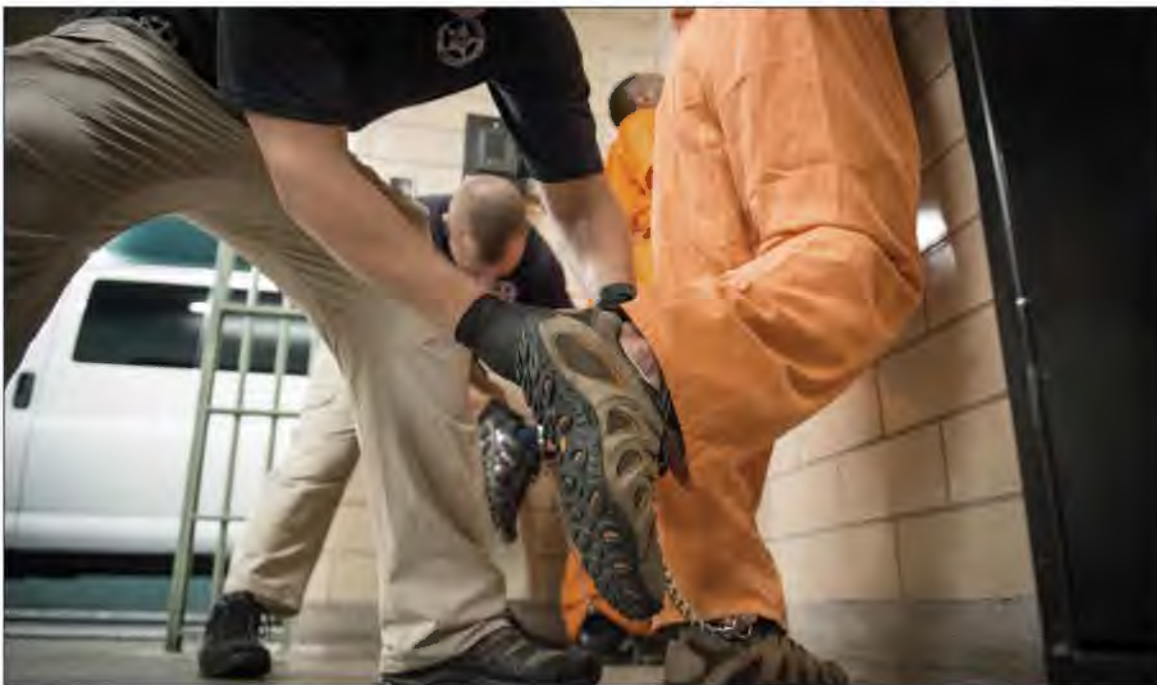
**Developing a hepatitis C prisoner medical testing algorithm:** The USMS developed a hepatitis C medical request-testing protocol for physicians to determine when it is medically necessary to treat hepatitis C infected prisoners. It costs between \$80,000 and \$100,000 and takes 8 to 12 months to treat a single USMS prisoner with curative hepatitis C medications. The USMS expects this protocol will save the USMS over \$600,000 annually.

**Strategic Objective: Optimize the prisoner transportation network**

In-district and out-of-district transportation categories have inefficiencies resulting from the lack of data system integration and require additional business rules to ensure the efficient use of ground and air transportation.

**Develop and implement a methodology to enable more effective and equitable district transportation resource allocation and management**

**Updating policy, requirements, and internal controls for guard/transportation services:** The USMS developed an acquisition strategy to team with the GSA and develop a national Blanket Purchase Agreement (BPA) for prisoner transportation and detention services to better address federal prisoner



The USMS is consolidating district prisoner transportation and detention services under a BPA to streamline administrative responsibilities.

detention account oversight, guard services quality assurance, and guard service procurement efficiency. Using this BPA, the USMS will realize significant cost-savings by no longer needing to award and administer separate guard contracts for every district acquiring contract guard services. Moreover, consolidating district prisoner transportation and detention services under a GSA BPA will streamline the administrative responsibilities associated with acquisition planning, project management support, funding, task order issuance, invoicing, and reconciliation.

**Strategic Objective: Transition to a National Detention Program**

Using a systematic method to conduct a business reengineering of detention management processes, this effort will result in an organization with business processes that preserve the integrity of the federal judicial process by administering the Federal Detention Management System and establishing national detention policy.

**Enhance detention management and forecasting capabilities**

**Addressing prisoner record and cellblock security deficiencies:** After extensive research and input from industry leaders, the USMS identified the requirements necessary to replace the current USMS legacy booking stations with a state-of-the-art Prisoner Enrollment and Verification Station (PEVS) biometric system that would be capable of managing over 200,000 bookings a year. These PEVS systems will support the USMS prisoner intake process by capturing prisoner biographical data and high-quality multiple biometric modalities (face, iris, finger, scars, marks, and tattoos), which is integrated with the USMS’s secure mission system platform. Districts will use this collection of biographical and biometric data to manage and securely monitor prisoners in detention facilities and reduce redundant data collection on prisoners processed by multiple agencies or DOJ components.

**Automating prisoner notices and reports:** In response to the attorney general’s April 26, 2018, memorandum regarding criminal illegal entry and the associated expected escalation in prisoner population along the SWB, the USMS developed the following detention reports to facilitate the tracking, movement, and bedspace capacity of prisoners along the SWB: an active prisoner report to assist the Southern District of California; a pending movement report for the District of Arizona; a status report for the Western District of Texas to monitor the average number of days a prisoner is in custody based on their detention status; a top 10 district ADP report; and a top 10 workload indicator report to monitor prisoner productions and prisoners received.

**Develop a national emergency response framework**

**Improving monitoring and reporting of detention facility emergency situations:** To address the continuity of operations (COOP) portions of the National Detention Emergency Response Framework, the USMS modified the automated detention facility review inspection checklist to include primary and alternate evacuation sites that districts would use in case a regional disaster required the immediate relocation of district prisoners. Furthermore, the USMS modified the detention facility QAR report templates to include a section that displays the detention facility’s contingency emergency sites.

SYSTEM FLAGS MORE CAUTIONARY INFORMATION

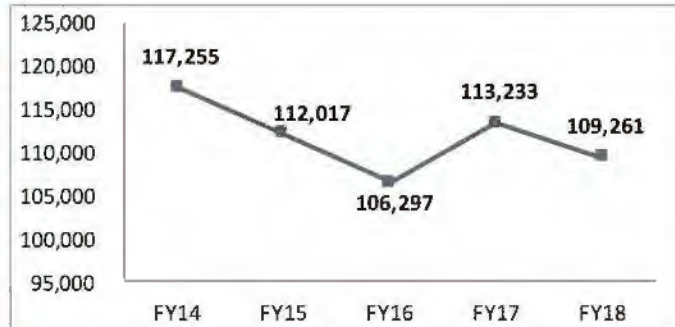
In FY 2018, the USMS system that tracks caution notifications underwent extensive technological updates to enhance officer safety. These changes provide operational personnel with instant awareness of all prisoner cautions, medical, and special handling information and substantially improves their situational awareness.

## MISSION: PRISONER TRANSPORTATION (OUT-OF-DISTRICT)

The USMS transports prisoners to support the federal judiciary and the BOP. The agency also provides prisoner transportation to state and local law enforcement agencies and other federal agencies, including the military, on a space-available basis. The award-winning USMS Justice Prisoner and Alien Transportation System (JPATS) manages the coordination, scheduling, and secure handling of prisoners in federal custody, transporting them to detention facilities, courts, and correctional institutions across the 94 judicial districts through a network of aircraft, cars, vans, and buses.

**MISSION PROGRAM DATA**

**Figure 14 – Requests to Transport Prisoners by Air or Ground**



Movement requests for FY 2018 were down slightly from the previous year.

**Figure 15 – Transportation Unit Costs (in dollars)**



Transportation unit cost increased in FY 2018 due to more days of in-transit housing and rising operating costs. The in-transit housing days increase was primarily due to a movement backlog caused by hurricane recovery operations and support.

### Strategic Objective: Optimize the prisoner transportation network

The USMS will develop solutions to improve data systems integration that will minimize inefficiencies, develop business rules, and implement systems to ensure the efficient use of ground and air transportation.

**Implement industry best-practice aviation safety program:** The stage 2 International Standard for Business Aircraft Operations (IS-BAO) evaluation of JPATS transportation operations has been completed. The audit team determined that JPATS is being operated in a safe manner and has an effective safety management system. It recommended that JPATS receive IS-BAO stage 2 registration. By meeting these standards, JPATS operates in accordance with applicable federal aviation regulations, public law, and Federal Management Regulation 102-33 and complies with IS-BAO standards. By achieving its stage 2 IS-BAO registration, JPATS is approved for a two-year period, effective through the end of November 2019.

### Strategic Objective: Conduct an assessment to determine the potential value of JPATS expanding government transportation requirements and formalizing expanded services

As the largest transporter of prisoners in the United States, JPATS successfully meets its mission in support of the federal judiciary, BOP, and the USMS. With well-established business processes and fixed aviation operations and sustainment capabilities, JPATS provides taxpayer value to DOJ, other federal agencies, and state and local governments. To further improve efficiencies, JPATS conducts aviation operations needs assessments internally across the DOJ and possibly later, across the government.



USMS personnel coordinate prisoner transport using a network of aircraft, cars, vans, and buses.

**Develop an outreach plan to identify non-federal transportation requirements and governance opportunities**

A JPATS outreach plan was developed to gather requirements for non-federal transportation needs. It was executed in stages through the project lifecycle and consisted of internal and external customer inputs. Educational briefings and materials were created to illustrate JPATS' operational capacity and clearly articulate partnering benefits. This information was given to USMS districts and divisions, BOP, and external law enforcement agencies to ensure current and potential customers are aware of services provided by JPATS.

# GOAL 4: SAFETY OF LAW ENFORCEMENT PERSONNEL

TO PROMOTE OFFICER SAFETY AND PROVIDE EFFECTIVE SUPPORT DURING DOMESTIC AND INTERNATIONAL EMERGENCIES



In FY 2018, the USMS continued to make significant strides to ensure its operational personnel possess the most advanced officer safety training and equipment, as well as the proper medical and technological capabilities to respond to emergencies. This included establishing a formalized long-term safety training program focused on advanced firearms, general operations, and active shooter threats, as well as a review and replacement plan for safety-related equipment. Further, the USMS expanded response capabilities and medical mission support and broadened specialized skills for rapid deployment.

To achieve the critical goals of promoting officer safety and providing effective support during domestic and emergency operations, in FY 2018, the USMS focused on the following supporting objectives:

- Mitigate the risk to DUSMs and ensure the highest level of readiness for the mission
- Ensure effective rapid response to emergencies and crises

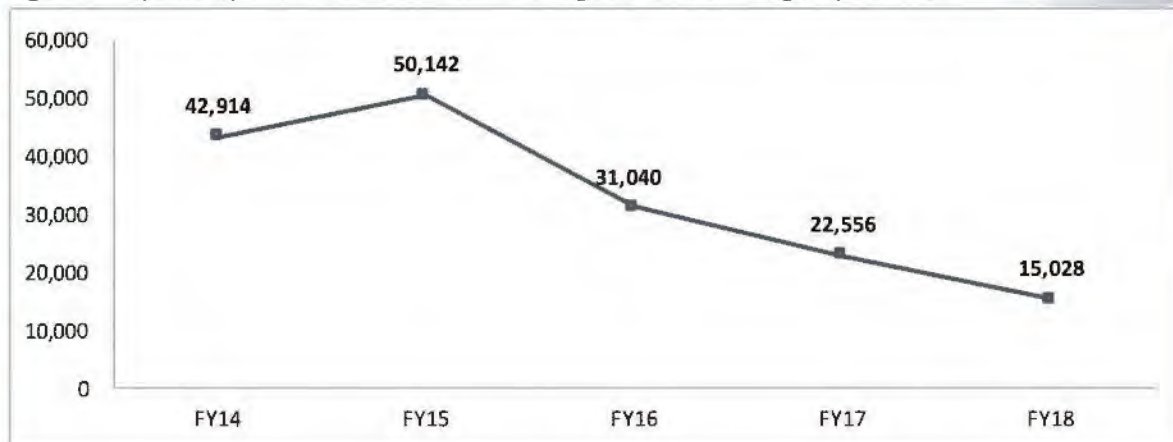


**MISSION: LAW ENFORCEMENT PERSONNEL SAFETY**

USMS protective, investigative, and detention missions place operational personnel, along with various law enforcement partners, in situations with a potential for violence. Ensuring the safety of law enforcement personnel and America’s communities is paramount to the agency.

**MISSION PROGRAM DATA**

**Figure 16** – Special Operational Hours Dedicated to High-Threat and Emergency Situations



In FY 2018, the Special Operations Group supported districts with operational planning, high-threat warrant execution, and operational and vulnerability assessments for several high-threat trials and fugitive operations.

**Table 6** – USMS Officer Safety Training Statistics

USMS Courses	DUSM	Non-USMS	Total Trained
High-risk fugitive apprehension (HRFA)	102	233	335
HRFA Human Performance	104	-	104
Firearms Instructor Training Program	44	-	44
Less-than-Lethal Instructor Training Program	23	-	23
Tactical Pistol and Rifle	7	5	12
Tactical Training Officer	24	-	24
Tactical Task Force Officer	-	31	31
Total	304	269	573

**Strategic Objective: Mitigate the risk to DUSMs and ensure the highest level of readiness for the mission**

To maximize risk reduction, the USMS must ensure consistency when communicating standardized approaches to apprehension in all scenarios and reinforce this message in all policies, procedures, and tactical training.

**Establish a formalized long-term safety training program**

**Advanced firearms instructor development:** As part of the continual focus on identifying ways to improve officer safety, the USMS reviewed its firearm instructor certification process. All USMS employees who are authorized to carry firearms and all others who carry firearms under the authorization of the USMS must be qualified by a USMS firearms instructor. The firearms instructor is responsible for: instructing safe and effective weapon handling skills to operational personnel; evaluating personnel skill levels, identifying any training

deficiencies and conducting training to remedy such deficiencies; assisting managers by identifying local training and range resources, scheduling range sessions, estimating the types [ammunition, cleaning equipment, weapons, etc.], and amounts of equipment needed, shipping weapons as necessary, and providing recommendations on firearms-related topics and issues; developing and maintaining an understanding of relevant USMS policies pertaining to firearms, deadly force, and post-shooting procedures; and properly completing and maintaining all firearms-related documentation, conducting all inspections and making certifications as required by USMS directives.

Currently, the firearms instructor can only complete the Firearms Instructors Training Program (FITP) through the Federal Law Enforcement Training Center (FLETC) to be certified by the USMS Training Division. Because ballistics, tactics, and weapons change over time, the USMS developed a curriculum for an advanced firearms instructor course. This course was piloted in September 2018. Lessons learned from this pilot will be implemented in the roll-out of this course in FY 2019. The goal of this training is to ensure that firearms instructors stay current.

**General Operations Officer Safety Training:** In FY 2018, the USMS began a new initiative to ensure officer safety training is developed not only for the enforcement mission, but also for the general operations missions. Working with the Eastern District of Louisiana, the USMS developed training that incorporated USMS general operation mission areas including courtroom, cellblock, prisoner handling, and sally port operational spaces. These mission areas have not had the same focus as enforcement operations for officer safety training; however, these areas account for the majority of all USMS operational activity. The USMS designed decision-making training exercises consisting of scenarios and micro scenarios within operational spaces. The training incorporated district standard operating procedures and USMS policy on how personnel should operate within the district, how to ensure officer safety within a courthouse, as well as general prisoner handling/transportation. This initiative represents the beginning of a training program to bridge the training gap that exists for operational personnel assigned to general operations.

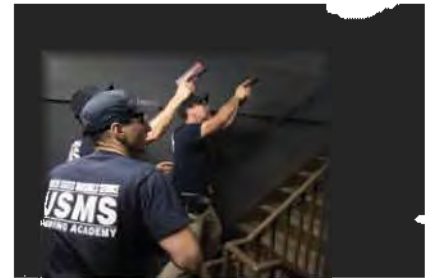
**Increasing response readiness to active shooters:** In FY 2018, the USMS Strategic National Stockpile Security Operations (SNSSO) entered into a curriculum development and implementation phase for a training program designed for site security officers to advance readiness for direct intervention in an active shooter/active threat event. With the rapid emergence of this threat, it was deemed logical and necessary for the SNSSO to effectively support the frontline security of national medical countermeasure storage facilities to improve their tactical preparation. Seven SNSSO Active Shooter/Threat Instructor Training Program (ASTITP)-certified senior inspectors spearheaded this project.

The SNSSO Active Shooter Training Team worked closely with the HHS' security provider, as well as the Centers for Disease Control and Prevention's (CDC) Office of Safety, Security, and Asset Management (OSSAM), to tailor the training package for their unique environment. The training development committee met to discuss the details of the training evolution, the facilities to be used, and the training aids to be offered. The SNSSO procured many training tools that include Glock imitation airsoft handguns, theater quality realistic blood pools, and various officer safety products.

In June 2018, the SNSSO Active Shooter Training Team conducted a pilot of the program at the USMS Southeast Regional Fugitive Task Force training area. The SNSSO conducted an eight-hour course for HHS contracted site security officers from around the nation. The participants successfully demonstrated the objectives established by the training protocol.

SNSSO increased its readiness for direct intervention to an active shooter/active threat event, while supporting the multi-year training progress identified by the SNSSO, the CDC, and the OSSAM.

The USMS reviewed its firearm instructor certification process to focus on ways to improve officer safety. An advanced firearms instructor course was piloted to ensure instructors stay current.



**Establish a process to sustain standardization and equity of training and equipment while continually improving efforts to maximize risk reduction**

In FY 2018, the USMS underwent a review of its ballistic shields as part of its ongoing effort to ensure that officer safety-related equipment remains state-of-the-art and fits the needs of the agency. After reviewing its current inventory and researching the latest developments in ballistic shield technology, the USMS decided to issue a new ballistics shield contract. This contract will allow the USMS to develop a shield replacement program that provides for replacement every five years instead of the previous lifecycle of up to 15 years.

**Preparing districts to handle health emergencies:** SNSSO provided USMS partners with medical countermeasures, such as antibiotics, to ensure response and continuity of operations during an event and trained and supported district personnel to secure these countermeasures. SNSSO, in partnership with the Florida Department of Health State Medical Countermeasure Coordinator, briefed the U.S. marshals, chief DUSMs, and judicial security inspectors of three Florida districts on the benefits of closed point of dispensing (POD) sites. A POD site is a facility where medications like antibiotics are dispensed or where vaccines are administered during a health emergency. It was determined that it would be beneficial for the USMS to establish a closed POD in each courthouse/federal building, and approval was obtained from each district's chief judge to implement this plan. SNSSO personnel scheduled meetings, presentations, and introductions between the local county Health Department planner and courthouse staff. SNSSO personnel also provided technical support, training, and Homeland Security Exercise and Evaluation Program (HSEEP)-compliant exercises to district personnel responsible for the oversight of the PODs in order to ensure that personnel were confident in applying their new skills. The closed PODs established throughout Florida will be able to serve courthouse personnel to include an average of four family members per household.

**Expand the agency's response capability and ensure adequate medical mission support**

The Operational Medical Support Unit (OMSU) was created by the Special Operations Group (SOG) and is currently managed by SOG staff. As a sub-unit within SOG, the OMSU provides supervision, training, and equipment to its members who are DUSMs and possess an emergency medical technician (EMT) or EMT-paramedic certification. OMSU medics operate under the medical direction of the Johns Hopkins University Hospital Division of Special Operations. This partnership with Johns Hopkins University allows all OMSU medics to operate under an expanded scope of medical protocols. These protocols afford OMSU



USMS personnel take part in medical training.

medics additional equipment and skills, which allow them to provide care at a higher level than a typical EMT. The OMSU is comprised of approximately 75 collateral-duty DUSM medics.

**Expansion:** OMSU expanded its collateral-duty medic personnel in the program by adding 26 new medics. All 26 new medics attended a one-week, 40-hour course from the Johns Hopkins University Department of Special Operations Medicine in Baltimore, Maryland to receive their “expanded skill sets” and their protocols from the SOG/OMSU medical director. In addition to this course, all new medics also attended an eight-day, 80-hour tactical medical course and a 40-hour Adjunct Instructor Training Program [AITP] course at the SOG Tactical Center [SOGTC] in Pineville, Louisiana. In total, each new medic received 160 hours of medical and tactical training.

**Ongoing skill development:** During FY 2018, SOG/OMSU provided two, 40-hour medical recertification courses for 40 OMSU medics. These medical recertification courses incorporated the National Registry of EMT standards. Every SOG/OMSU Medic received AITP certification from the USMS Training Division. This one-week, 40-hour course was added on to the OMSU medical recertification courses. In addition, 15 OMSU medics participated in advanced medical training by attending the Special Operations Medical Association Scientific Symposium focusing on recent advances in tactical medicine from the United States military medical special operations community.

**Enhancing medical mission support:** The USMS OMSU provided six, four-hour sessions at USMS headquarters to instruct the Administrative Trauma Course to 79 USMS administrative and contract employees. This course mirrored the Deputy Trauma Course [DTC] and provided instruction on self-care and buddy aid with regard to trauma medicine. All participants received an administrative trauma individual first aid kit for their personal safety.

#### **Leverage the capabilities of the agency’s SOG to ensure rapid deployment to USMS missions where required**

The USMS frequently assesses the resource requirements to train, certify, equip, and maintain a proficient and tactically-sound unit. The importance of these trained experts in high-risk situations is pivotal, as is the necessity to conduct mandatory specialty and recertification training to ensure SOG members remain prepared to deploy.

**Furthering skills through advanced training and more frequent certification:** SOG transitioned from a biannual mandatory recertification training [MRT] to a quarterly MRT cycle. This change increases frequency and reduces the training interval to put the SOG training plan in line with other federal tactical teams. SOG conducted three unit-wide MRTs at the USMS SOGTC. During each MRT, SOG personnel completed 60 or more hours of training, which were applied toward the goal of 192 training hours annually, as recommended by the National Tactical Officers Association.

**High-level specialized training:** SOG expanded operational capabilities by sending SOG members to specialized training including the U.S. Border Patrol Tactical Unit Level 1 Breaching Course, the 7th annual sniper summit, Forced Entry Tactical Training, and Inland Boat Operators Training. Additionally, SOG conducted one specialized training course for SOG snipers utilizing SOGTC facilities. This training is required to develop and sustain perishable skill sets required for maintaining operational readiness.

**Advancing expertise to other missions:** During FY 2018, SOG provided support to the USMS Training Division by hosting the pilot course for the Protective Services Training Program. The new course was designed to expand the skills of USMS personnel who are tasked with serving on personal protection details. The pilot program provided 24 students with eight days of advanced training over a two-week period.

## MISSION: DOMESTIC AND INTERNATIONAL EMERGENCY SUPPORT

The USMS equips operational personnel with critical tactical communication capabilities, including equipment that is interoperable with federal, state, and local law enforcement partners. The USMS also ensures that procedures, systems, and resources, such as adequately trained personnel, are in place to allow for rapid response to national emergencies, crises involving homeland security, special assignments, and security missions.

### Strategic Objective: Ensure effective rapid response to emergencies and crises

The USMS seeks to ensure resources, procedures, and systems are in place to allow for rapid response during emergencies and crises. Effective rapid response includes equipping USMS personnel to quickly gain awareness of the nature and scope of the crisis, gather information necessary to respond to the crisis, deliver relevant information to all USMS staff, and respond to ongoing changes throughout the event.

**COOP:** The hurricane season just prior to FY 2018 was the most active in U.S. history, causing widespread damage and destruction throughout the country and cumulatively affecting seven USMS offices and over 180 USMS personnel. In response, the USMS Office of Emergency Management provided oversight and

### RESPONSE TO SUPER TYPHOON



On October 25, 2018, Super Typhoon Yutu made landfall on the island of Tinian and the southern part of Saipan at its peak intensity with a minimum central pressure of 900 millibars, maximum sustained winds of 180 mph, and gusts of up to 190 mph. This made it the most powerful tropical cyclone worldwide in 2018, and it was the strongest tropical cyclone to pass over Saipan and Tinian in the Northern Mariana Islands according to the historical database of the National Oceanic and Atmospheric Administration. Two people were killed, hundreds were injured, and more than 3,000 houses were destroyed, leaving tens of thousands homeless.

In response to Yutu, HHS deployed more than 50 medical and public health personnel along with caches of medical supplies and equipment into Guam ready to respond to medical and public health needs in the storm's aftermath. USMS SNSO deployed eight personnel for three weeks to Guam and Saipan to receive any Strategic National Stockpile (SNS) material shipped to the impacted area. They also supported HHS Incident Management Teams in fulfilling all Emergency Support Function #13 (ESF-13) public safety and security requests. These missions included protection of personnel in the austere environment, risk/threat assessments of material staging areas, and route reconnaissance prior to movements.

guidance to the affected district offices and coordinated the deployment of approximately 242 USMS employees nationwide under the ESF-13, supporting national law enforcement and public safety and security. Building on lessons learned from successful mission delivery during this unprecedented national disaster, the USMS Continuity Program continued to focus on building a culture of emergency preparedness through training and exercises. COOP successfully trained 71 USMS Continuity Program points of contact on emergency preparedness in an effort to increase the USMS's ability to mitigate, respond, and recover rapidly to emergencies. Additionally, 89 USMS personnel participated in the National Level Exercise, a full-scale continuity exercise that took place in May 2018, practicing for the response and recovery of core capabilities associated with a major hurricane.

**Expanding USMS response capability:** In FY 2018, SNSSO senior inspectors and the USMS OMSU medics conducted 12 DTCs for 225 DUSMs, USMS TFOs, and state/local partners. Furthermore, all medics participated in conducting a medical refresher course during SNSSO sustainment training. This course consisted of four hours of classroom presentations and three scenarios that tested and validated the immediate action drill learned in the DTC. In addition, SNSSO and OMSU medics provided training to 13 HHS contracted site security officers. The course provided students with knowledge of how to use various components of the individual first aid kit or high-risk individual trauma kit. The course further discussed physiological responses to blood loss and loss of oxygen; gave an overview of the tactical combat casualty care, which included providing scenario-based learning, to students and requiring them to respond to various events such as the effective use of a tourniquet; and provided several debriefings from deputies involved in shootings over the last 10 years. The training focused on active threat event considerations, tactical responses to such events, communication and transition to local law enforcement response, and medical responses to injured persons. SNSSO instruction in DTCs enhanced officer safety within and outside the USMS and enabled the SNSSO to mitigate risk to personnel involved in high-risk operations and training.

IMMEDIATE IMPACT OF TRAINING

Three days after completing the USMS DTC, a TFO was conducting an interview on a fugitive case when multiple gunshots were heard just outside the building. Upon immediate arrival on the scene, the officer observed an individual suffering from several gunshot wounds. One gunshot was in the back of the victim's arm, the other was to the back near his side. Being on the scene within a minute of the incident, the officer took quick action to assist the victim who was having difficulty breathing due to the bullet hole in his back. While fire and EMS personnel were in transit, the officer applied a training-issued chest seal to the victim, preventing a tension pneumothorax (collapsed lung). The trauma hospital credited the officer's actions for saving the victim's life.

Another TFO provided lifesaving measures to a citizen who was involved in a traffic accident. The DTC course graduate recognized life-threatening bleeding and applied his DTC-issued tourniquet to the lower extremity of the citizen who also survived due to the actions of the officer.

Similarly, a DTC graduate provided lifesaving measures to a fugitive who sustained a self-inflicted knife wound to his neck. The TFO applied his DTC-issued quick clot combat gauze and held pressure on the wound until local emergency medical services arrived. The trauma hospital credited the actions for saving the fugitive's life.

# GOAL 5: PROFESSIONAL WORKFORCE

TO ENSURE PROFESSIONALISM AND ACCOUNTABILITY, AND PROMOTE INNOVATION IN THE USMS PROFESSIONAL WORKFORCE



To support its professional workforce missions, the USMS focuses on three activities: hiring a professional workforce, providing training and development opportunities, and assessing USMS programs to ensure they meet the highest standards. In FY 2018, the USMS made significant advancements to its recruitment and hiring capabilities as well as leadership and management development. The USMS expanded its workforce assessment and district administrative structure while optimizing current and future operations, strengthened crisis services, enhanced international partnerships, and updated the compliance review process.

To further the agency’s goals of ensuring professionalism and accountability and promoting innovation in the USMS professional workforce, in FY 2018 the USMS focused on the following supporting objectives:

- Pursue innovative solutions to redesign USMS positions and structure to meet current and future mission requirements
- Develop the workforce competencies that meet the current and future needs of the USMS
- Further the advancement and standardization of USMS core competencies through a unified learning architecture
- Increase productivity, accountability, and compliance by refining employee management practices

## MISSION: PROFESSIONAL WORKFORCE

The USMS requires a professional workforce to accomplish its complex and varied missions. The workforce consists of approximately 5,100 employees, 70 percent of whom are law enforcement. Professional, administrative, and technical functions provide the necessary foundation to achieve USMS strategic goals and objectives, execute the mission, and manage a diverse workforce. The agency continues to assess organizational and business structures, evaluate the workforce composition, and ensure the right people with the required skill sets are in the right locations.

### **Strategic Objective: Pursue innovative solutions to redesign USMS positions and structure to meet current and future mission requirements**

The USMS will implement innovative solutions and transformational change to meet the needs of its mission. Specifically, the agency will explore innovative Human Resources (HR) solutions to allow for the future growth and flexibility of its workforce.

**Establish a district administration structure to increase flexibility, create career paths, and address succession planning** The District Administrative Structure Project was created to increase flexibility and efficiency of district operations, create career paths, and address succession planning for district administrative positions. As part of this project, a HR team visited district offices of different sizes and structures and held several focus groups to help define a standard administrative structure that would meet the needs of districts across the USMS. After receiving approval for the position configuration, another HR team completed a district-by-district analysis to develop cost estimates and an implementation strategy. The action plan was approved by USMS executive leadership, and a more-detailed, phased implementation plan was put in place. Human resource-led position management teams are now holding individual meetings with district leadership to put the action plans in place. The union has also been notified of the impact of the study on bargaining unit positions. Plans for changes to bargaining unit positions will not be implemented until the USMS HR Division and the union come to a consensus on the proposed changes. When implemented, the new district administrative structure will help create a career path for in-district employees to progress to higher-level administrative positions, including the GS-13 administrative officer. It also supports the addition of finance- and procurement-related positions that help professionalize the administrative support functions of the district, provides for position flexibility, and enhances succession planning by redefining and developing skill sets for these key administrative positions.

### **Strategic Objective: Develop the workforce competencies that meet the current and future needs of the agency**

The USMS will refine its capabilities by identifying the competencies and the resultant career paths to meet current and future mission requirements and to ensure that a process is in place to select and promote the most qualified candidates.

**Reestablish student hire capability to expand applicant pool options** The USMS implemented key portions of the Office of Personnel Management's Pathways program to reestablish its student hire capability, thus expanding its applicant pool options. Pathways allows students or recent graduates to gain experience in the federal government. The USMS developed work plans for targeted series and finalized an MOU to allow for use of the Pathways hiring authority. The USMS also developed internal guidance and published the information on its website to help the HR staff and hiring managers use the Pathways authority in the hiring process. The recent graduate authority portion of Pathways was implemented in 2017 to post key administrative positions and in 2018 for DUSM vacancy announcements. The use of Pathways has resulted in an expanded applicant pool for hard-to-fill positions, especially in targeted geographic locations.



## PROMOTING QUALIFIED CANDIDATES



In June 2018, the USMS celebrated the one-year anniversary of the competency assessment and updated scoring formula used to evaluate candidates for promotion to supervisory or senior professional criminal investigator positions. The updated assessment process allows applicants to participate in live competency-based assessment exercises. After much positive feedback, the USMS is expanding this process for use with higher-level leadership positions. This updated process will support the selection of candidates to lead the USMS, both now and in the future.

### Successfully define today's environment and employee needs to ensure the USMS is well positioned to meet tomorrow's challenges

**Strengthen crisis services:** The Office of Crisis Services management structure was reevaluated in FY 2018. The Employee Assistance Program (EAP) moved from under the Office of Crisis Services to become an independent program. The EAP's administrator position, was reappraised, classified, and filled. In addition, EAP was restructured to include the Employee Resiliency Program. EAP was granted additional clinical resources and is currently in the process of hiring a psychologist to provide additional resources and support to USMS employees and family members.

In FY 2018, EAP completed a comprehensive evaluation of EAP contract services provided by Federal Occupational Health. EAP determined that services provided by the current vendor do not meet the standards or needs of the USMS population. To ensure a strong and healthy workforce, EAP is currently in the process of restructuring to provide programs and contract services with the goal of retaining valued staff members and quickly returning employees to the workforce following an illness, personal issue, traumatic incident, or injury.

**National Management Conference:** The USMS 2018 National Management Conference brought together more than 200 USMS leaders for an opportunity to connect and address issues facing the USMS. The conference, the first in several years, brought together district and headquarters' divisions leadership in one place, where they could have candid conversations about the challenges, opportunities, and initiatives the USMS faces as a whole. The three-day conference covered many topics ranging from budget

cycles, to effective communications, cyclical replacement of equipment, and professional development. Conference participants were provided the most up-to-date information about USMS operations, activities and policies. The conference also aimed at fostering leadership development while providing integral information about the current USMS state of affairs.



The National Management Conference brought together more than 200 USMS leaders to discuss challenges, opportunities, and initiatives the agency faces as a whole.

## MISSION: TRAINING AND DEVELOPMENT OPPORTUNITIES

A comprehensive training plan is an integral component for an organization to promote and ensure professionalism, accountability, and innovation. Through training, the USMS is able to address the needs of the organization and the needs of its personnel. The USMS strives to identify employee needs and develop mechanisms to provide critical training within the budget and resource constraints that exist in today's workplace.

**Strategic Objective: Establish the Training Division as a Training Center of Excellence to further the advancement and standardization of USMS core competencies through a unified learning architecture**

The USMS will centralize training to ensure its strategic approach to develop workforce competencies is achieved.

**Establish the process to determine agency training needs, centralize oversight, and coordinate all USMS training and utilization of assets**

**Instructor Training:** Federal Law Enforcement Training Accreditation (FLETA) requires that all accredited programs be taught by certified instructors. The USMS has adopted this best practice and requires that all USMS instructors complete either the AITP offered by the Training Division, or the Law Enforcement Instructor Training Program offered by FLETC. In FY 2018, the USMS certified 150 instructors.

BASIC DEPUTY U.S. MARSHAL TRAINING



The Marshal Mile is the culmination of weeks of Basic Deputy training including physical conditioning. It is a grueling final test of endurance that combines a long distance run, calisthenics, and teamwork. The Marshals Mile is the last major event before graduation and family members attending the ceremony are waiting at the end of the run to congratulate the new DUSMs on their successful completion. Family members are also invited to place the USMS patch on vests after the run.

**LearnUSMS utilization:** The USMS is working to standardize the tracking of its policy compliance, which means higher efficiency. The agency wants to improve all its training records by creating a one-stop repository for all training details, such as pass/fail rates, testing standards, employee compliance, and attendance on its LearnUSMS system. In addition, the system tracks medical requirements for employees by sending reminders for physicals and confirming when the physical is actually complete. Rather than ask employees to take a mandated travel course via the State Department (High Threat Security Overseas Seminar), the USMS has added the class to its LearnUSMS system and has already had 198 employees complete the course. There has been an overall savings of \$19,800 that translates into increased readiness and compliance for the USMS.

**Create leadership and management developmental training for administrative and operational personnel:** The USMS is committed to providing professional development leadership training to all levels of employees, with a primary focus on operational and administrative specialties in the journeyman through Senior Executive Service levels. The USMS undertook extensive curriculum review of its Supervisory Leadership Development (SLD) and Chiefs Development (CDP) training programs. The review found that the curriculum required improvements to address potential skills gaps, offer distinctions between leadership and management training, and provide for a more balanced program with in-depth management training and enhanced leadership curriculum. These improvements are in the process of development with a pilot program launch in FY 2019. The key changes in the new pilot program include a behavioral assessment and training model designed to increase effective communication and team building skills. During FY 2018, the USMS had eight employees certified to conduct behavioral assessments and implement training into the SLD and CDP courses, thereby enabling a self-sufficient, mobile, and independent program.

**Enhance partnerships and standardize international training**

**International Training – Ukraine:** In October 2017 and September 2018, the USMS traveled to Ukraine at the request of the U.S. Department of State’s Bureau of International Narcotics and Law Enforcement Affairs to facilitate a training partnership with the National Anti-Corruption Bureau of Ukraine. In October 2017, USMS personnel provided three separate HRFA training classes to 60 Ukrainian personnel primarily involved in the apprehension of fugitives. During these classes, Ukrainian law enforcement officers received expert instruction in numerous officer safety-related topics of instruction including: tactical medicine, operations planning, building entry, vehicle takedowns, and firearms. In September 2018, the USMS provided follow-up training comprised of a one-week class, repeated three times (20 persons per class). This training focused on specific subject areas, such as breaching and HRFA drills, all of which culminated in a field training exercise scenario where the students incorporated all of the instruction from the previous week into a simulated operation.

Through a training partnership with the National Anti-Corruption Bureau of Ukraine, USMS personnel provided three separate HRFA training classes to 60 Ukrainian law enforcement officers.

**International Training - ongoing support of Plan Columbia and Merida Initiative:** In FY 2018, the USMS in support of Plan Columbia trained 86 Colombian law enforcement officers in court security and investigations. The USMS also supported the Merida Initiative and trained over 700 Mexican law enforcement officers in fugitive investigations.



## MISSION: ACCOUNTABILITY AND INTEGRITY

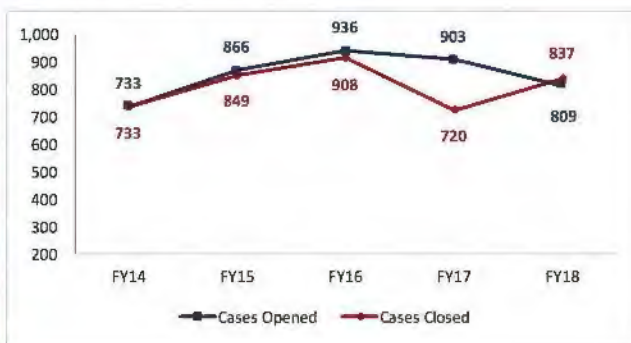
Accountability and integrity of agency programs, personnel, and financial activities are of the highest concern in the USMS. Through the collective efforts of Internal Affairs, Compliance Review, and Discipline Management, the agency investigates allegations of misconduct and integrity violations, ensures compliance with USMS and DOJ policies and procedures, and provides effective advice and guidance to USMS management and discipline officials on adverse actions resulting from employee misconduct.

### Strategic Objective: Increase productivity, accountability, and compliance by refining employee management practices

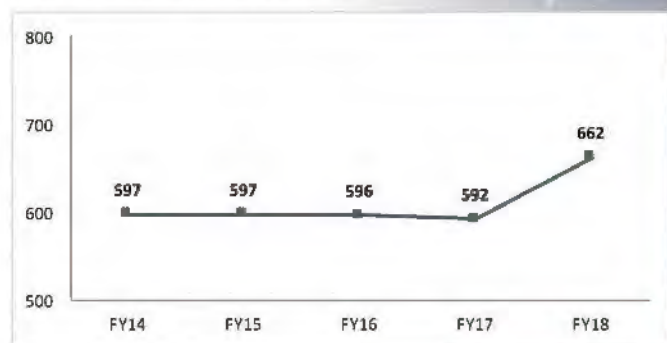
The USMS will ensure an efficient employee performance management system including clear performance work plans, a comprehensive and effective compliance review process, and an equitably administered disciplinary process.

MISSION PROGRAM DATA

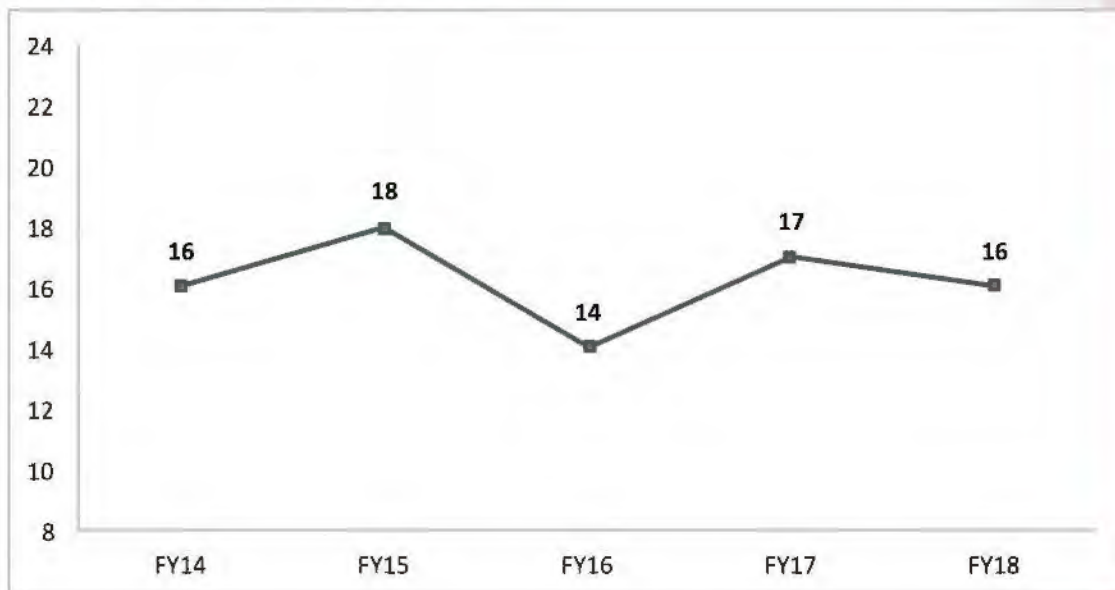
**Figure 17 – Internal Affairs Caseload**



**Figure 18 – Use of Force Incidents**



**Figure 19 – Compliance Review Assessments**



In FY 2018, the USMS conducted 16 risk-based reviews consisting of one division and 15 districts.

**Refine the discipline process to ensure timely resolution and equitable implementation of disciplinary measures**

The USMS worked diligently in FY 2018 to reduce the open caseload of misconduct investigations and increase timeliness of case closures. The USMS aggressively analyzed pending misconduct investigations to identify those with moderate allegations which could be referred to the respective districts and divisions for action. This resulted in a drastic reduction of the open caseload which allowed Internal Affairs investigators to focus on cases which pose paramount risk to the agency.

During FY 2018, the USMS published two additional installments of the widely regarded Integrity Bulletin. This serial publication spanning several years provides the employee population with guidance on trending issues within the USMS and examples of employee misconduct that have resulted in disciplinary action. The bulletin also includes pivotal reminders and refreshers on policy and procedures to ensure compliance remains at the forefront of employee consciousness. In FY 2018, the Integrity Bulletin addressed topics such as sexual misconduct, removals and appeals to the Merit Systems Protection Board, documentation of investigations, and cellblock procedures.

**Shift from a comprehensive compliance review process to a risk-based review process and automate the business process**

**Risk-based compliance review process:** The Office of Professional Responsibility-Compliance Review transitioned from a compliance-based to a risk-based approach by focusing on assessing the higher risk program areas. With this new risk-based approach, district/division findings are now determined and reported to USMS management by the risk level (low, medium, high) and impact to operations.

**Decreasing policy-processing time:** The Office of Policy manages over 250 policy directives and more than 120 standard operating procedures incorporated in policy directives. In 2018, the Policy/Standard Operating Procedures Impact Statement was automated to enhance agency accountability, accessibility, and transparency. The automation strengthened the approval process of proposed policy directives being issued by USMS headquarters' component leadership. Additionally, the USMS announced the Policy Accountability Reporting Tool to identify any agency policy and/or standard operating procedure inconsistencies. These innovative solutions accomplished a decrease of aged policy directives (10 years or older) by 48 percent from 124 to 65 from FY 2015 to FY 2018.

**Reducing agency audit recommendations:** The USMS reduced the number of its aged audit recommendations that remained open over two years by 25 percent from four in FY 2017 to three in FY 2018. This reduction related to an improvement in communication with external audit entities and our collaboration with program managers and agency leadership.

TRAINING ON THE USE OF FORCE

In FY 2018, the USMS coordinated a seminar for 50 employees collectively representing the Shooting Review Board, Internal Affairs, Proposing/Deciding Officials, and various districts and divisions. The seminar focused on prevalent issues related to use of force and explored the impacts of a life-threatening incident on human response and decision making. The curriculum was geared toward those involved in evaluating the appropriateness of use of force, and provided scientific research to better understand the physical and psychological stressors applied to individuals placed in a potentially deadly situation. This valuable instruction further empowered agency use of force subject matter experts to evaluate, analyze, and improve preparedness for dangerous encounters.

# GOAL 6: INFRASTRUCTURE DEVELOPMENT

TO DEVELOP A STRONG AND EFFICIENT OPERATING INFRASTRUCTURE BY MODERNIZING BUSINESS PROCESSES AND SYSTEMS



The USMS's attention to financial accuracy and efficiency makes it the DOJ leader in financial and procurement management. The agency's willingness to embrace new technology ensures that its mobile workforce now has secure access to USMS networks and communications, regardless of location. The USMS also invested in its employees and infrastructure this year by: advancing formulation, budget, execution, procurement, and accounting processes; elevating health, wellness, and safety programs; and enhancing USMS systems and intelligence products for better information sharing.

To achieve the agency's goals of infrastructure development, in FY 2018, the USMS focused its resources on the following supporting objectives:

- Enhance the ability to obtain and manage resources supporting the USMS strategic mission requirements and strengthen audit processes to comply with budgetary and financial management requirements
- Address the complexities of HR management in the federal environment
- Leverage technology, modernize business processes, and drive USMS performance

## MISSION: FINANCIAL MANAGEMENT MODERNIZATION AND COMPLIANCE

The USMS's financial management configuration comprises budget formulation and execution, financial and accounting services, financial systems management, financial statement preparation, audit coordination, data analytics, and procurement activities and compliance.

**Strategic Objective: Enhance the ability to obtain and manage resources supporting USMS strategic mission requirements and strengthen audit processes to comply with budgetary and financial management requirements**

Through reengineering the budget and financial business structures and practices, the USMS achieved, for the second consecutive year, an unqualified audit opinion without material weaknesses or significant deficiencies. The USMS continues to strengthen compliance using a systemic approach that meets evolving resource management requirements and federal financial management standards.

### Reengineer formulation processes to align out-year budgets with Strategic Plan objectives and changes in the environment

**Funding the Immigration Enforcement Initiative:** The USMS secured 40 new operational positions and \$8.7 million in base funding to support the president's January 25, 2017, Executive Order "Border Security and Immigration Enforcement Improvements." The initiative increased the workload across USMS missions, specifically in prisoner operations, judicial security, and investigative operations.

**Funding the Violent and Gun-Related Crime Reduction Task Force:** The USMS secured \$5.9 million in base funding to support the president's February 9, 2017, Executive Order "Task Force on Crime Reduction and Public Safety." The multi-agency task force focuses on reducing violent and gun-related crime in particularly hard-hit urban areas by using innovative means to locate individuals, organizations, and gangs within specific high-crime jurisdictions.

**Funding the Construction Appropriation:** The USMS received \$53.4 million as part of the FY 2018 Omnibus Bill to fund 54 construction projects across 37 districts. The funding allows the USMS to reduce the backlog of projects and provide safe and secure work environments for USMS personnel, prisoners, and the public. Over the past decade, construction and renovation demands on the USMS have increased significantly. Unfortunately, funding has not increased, contributing to safety concerns affecting hundreds



The USMS secured funding to support a multi-agency task force to reduce violent and gun-related crime in hard-hit urban areas.



of facilities. The 54 construction projects were chosen based on criteria such as the extent of safety and security risks, the age and condition of the facility, and whether the project was part of a new courthouse or court-initiated project.

### **Reengineer execution and accounting structures and processes to improve management and oversight**

**Improving decision-making with performance data:** The USMS made significant progress to streamline and optimize processes for analyzing and generating financial and procurement metrics and analytics. By using optimized approaches to support and further strengthen data-driven decision-making across the enterprise, the USMS developed new performance metrics and analytics in FY 2018. The Untimeliness in Recording Procurement Obligation metric provides the number of procurement obligations that were not recorded systematically at the same time when contracts were awarded. The Online Booking What If Analysis was developed in FY 2018 and now provides cost avoidance statistics when divisions use the E2 Solution system to book for hotels and transportation when scheduling trips two or three days in advance instead of calling a travel agent. These new metrics and analytics also focus on identifying and further strengthening the underlying quality of USMS financial and procurement data, which lead to improvements in financial management and performance oversight.

**Simplifying the travel voucher process:** The USMS added a system functionality within the DOJ's travel system that enables users to import expenses from their travel card directly onto their travel voucher. This effort simplifies and optimizes the travel voucher process to ensure all valid expenses are listed on each voucher. It will help alleviate the submission of supplemental vouchers, which will benefit the USMS in overall process efficiency.

**Outbound Intra-Governmental Payment and Collection (IPAC) process:** The automation of the outbound IPAC process allows for the automated recording of a collection document in the IPAC system as well as the creation of a corresponding receipt document in the Unified Financial Management System (UFMS). This new development eliminates duplicate data entry and streamlines the outbound IPAC process.

**Three-way reconciliation of capitalized property:** The USMS successfully developed and implemented a new reconciliation procedure to ensure all assets recorded in its Property Asset Control Enterprise Solution and all expenditures related to capitalized property and assets are accurately and properly reported in the UFMS. Both data sources are then reconciled to the capitalized property and asset schedules for tracking purposes.

**Expanding procurement functions and services in the Austin Processing Center (APC):** Beginning with contract awards effective October 1, 2018, all district security officer contracts have been executed and managed by the procurement APC team in conjunction with assigned contracting officer's representatives at each associated district office. Centralized management of these personal service contracts has allowed for greater efficiencies and audit readiness through streamlined and standardized practices. Additionally, with the higher warrant authority levels at the procurement APC team, progress has continued by incorporating option periods to allow for more efficient and effective management of these contracts in the following years.

Further, the procurement APC team has been partnering with headquarters to provide support throughout the field. Beginning with contract awards effective October 1, 2018, and beyond, all asset forfeiture-related, simplified acquisition procurement actions have been forwarded to the procurement APC team for execution to support the asset forfeiture mission. Not only has this provided support to field operations, but also has allowed for consolidation and leveraging of buying power, where appropriate, to incorporate regional or national contract vehicle solutions.

Lastly, the improved model employed by the procurement APC team has seen a continued decrease

in the agency’s internal control deficiencies specific to simplified procurement actions, personal service contracts, and contract reporting through the Federal Procurement Data System - Next Generation, in support of improved oversight and management of important procurement processes.

**Establishing USMS Procurement Principals Committee:** In FY 2018, the USMS initiated the Procurement Principals Committee to bring together all executive leadership responsible for managing various procurement teams throughout headquarters operations. This committee provides a recurring opportunity to discuss issues impacting the contract specialist personnel, under job series 1102, the management of their procurement assignments, and a voice within the overall decision making on acquisition-related items through the Office of Procurement. Additionally, the committee affords an opportunity to discuss changes taking place throughout the civilian sector that apply to the management and execution of procurement work and their impact across the USMS.

**Successfully transition to the DOJ UFMS**

**Piloting electronic invoicing:** The USMS successfully led the DOJ in piloting new system functionality to meet the Office of Management and Budget’s electronic invoicing mandate using USDT’s Invoice Processing Platform (IPP). The implementation of this functionality will reduce the cost of entering invoices and responding to invoice inquiries through the web-based centralized service that manages government invoicing. IPP also improves financial management by preventing over-billing and avoiding interest penalties.

**Piloting electronic collection:** The USMS also successfully piloted replacing paper check collections with electronic collections through Pay.gov to streamline asset forfeiture and financial services business processes. Transitioning manual check deposits to electronic collections through Pay.gov will eliminate the handling of paper checks from the mail, the manual scanning of checks, data entry of accounting codes, and will improve process timing and quality of the deposits made to the USMS.

**Establish financial processes and systems to address evolving requirements and reporting needs**

**Reengineering internal budget processes:** The USMS is in the process of implementing a financial data application platform. This form-based, workflow-

LEADERSHIP IN THE FINANCIAL MANAGEMENT ARENA

The USMS Financial Services Division (FSD) has provided support to multiple DOJ bureaus and offices, boards, and divisions as they begin the migration from their existing financial systems to the UFMS. FSD personnel have met with the Office of Justice Programs, BOP, Executive Office for the United States Attorneys, Tax Division, Executive Office for Immigration Review, and DOJ’s OIG to share USMS experiences and lessons learned from the agency’s UFMS implementation. These meetings allowed for the sharing of best practices, giving offices a basis for implementation as well as eliminating unnecessary duplication if a process was already mapped out by the USMS that could be utilized elsewhere. Chief Jill Polk of FSD was recognized in FY 2018 by DOJ’s Justice Management Division with a service award as a result of these collaborations, further demonstrating to other components the support available as they begin the migration to the UFMS.

ENHANCING FINANCIAL MANAGEMENT CREDIBILITY, INTEGRITY, AND ACCOUNTABILITY

The USMS is leading the effort for sustained financial management within the DOJ. For the second consecutive year, the USMS is the only reporting component in the DOJ with no outstanding notice of findings, or other findings to include significant deficiencies or material weaknesses.

driven data collection and consolidation solution will optimize, streamline, and increase compliance of USMS budget execution and formulation processes agency-wide. This solution will increase timely oversight of spending activity and increase transparency. Emerging trends and projections from the increased oversight and transparency will inform management ahead of time on issues such as reallocations and reprogramming.

**Digital Accountability and Transparency Act:** The USMS successfully continues to meet requirements of the Digital Accountability and Transparency Act (DATA Act) of 2014, which requires agencies to report detailed information on spending to the USDT. To ensure the integrity and accuracy of USMS financial and contract data, the USMS implemented a reconciliation process to identify errors and make adjustments accordingly. This successful reengineering has allowed the USMS to transmit quarterly error-free files to USDT. In addition, these efforts led to improved efficiencies and guaranteed that the USMS had no findings for action as part of the FY 2017 and FY 2018 Assurance Statement. The USMS was the only component within the Department with no findings to be addressed. As a result of this accomplishment, the "DATA Act Team" has been selected as recipients of the 37th USMS Director's Honorary Award.

**Personal Services Contractors:** The USMS has successfully established a new financial recording and reporting process to track and account for payments to personal services contractors. With this new process in place, the USMS is able for the first time to individually monitor payments against the awarded contract amounts, easily determine the cost of the entire program, and make timely contract closeout actions.

**Implementation of new financial reporting requirements:** The USMS successfully implemented and reconciled the new crosswalk of the statement of net cost, the full costs of a federal program or activity less any exchange revenues earned from its activities and budgetary outlays to adhere to reporting requirements outlined in the Statement of Federal Financial Accounting Standards 53. During implementation, the USMS validated the accuracy of its reporting in the statement of net cost and budgetary outlays which resulted in full reconciliation of the new reporting requirement. Additionally, adjustments were made to the memo accounts posting logic controls.

**Audit Readiness:** The USMS continued to provide communication support of audit requirements through its monthly Audit Café. The Audit Café is an open forum for program offices to ask questions or request assistance and provides a venue to inform staff on upcoming audit requests as well as identify areas of improvement for better efficiency. The Audit Quality Control Group also assisted clarifying any issues that the auditors may have regarding our business processes and internal control. These efforts allow the USMS to continue to sustain a clean audit report.

<b>INCREASED AUTHORITY LEVELS FOR GOVERNMENT PURCHASE CARDHOLDERS</b>	<p>The USMS Office of Procurement worked across the agency to successfully implement a government-wide change to the micro-purchase threshold, applicable to the purchase of supplies only. Effective October 1, 2018, the micro-purchase threshold for supplies was increased to \$10,000. The Office of Procurement conducted meetings and transactional reviews to determine the most appropriate assignment of purchase card authority based on activities at the individual offices, and in support of the USMS's overarching mission aligned with DOJ Justice Management Division's guidelines.</p>
---	---

**Reengineer procurement structure and processes to better support the USMS mission and improve audits, realize cost savings, and streamline business processes** Analysis of USMS procurement data shows that offices throughout the agency purchase many of the same items during the year, often from common vendors. However, the contracts for these purchases are currently decentralized, and prices can vary significantly from one office to the next. To boost efficiency in terms of time and cost savings, the USMS is identifying opportunities to develop standardized agency-wide or regional contracts for these purchases

to allow for consistent requirements and leverage buying power. The first of these standardized contract vehicles was executed in April 2018 for conducted electrical weapon systems [aka TASERs] with a firm-fixed price for the base plus four option periods that resulted in cost savings of approximately \$94,000 over the five-year period. Following the success of the first national contract, the agency took action to negotiate and award a national contract for tactical shields, which also served to support the agency's focus on making cyclical replacement a top priority. The USMS finalized a follow-on contract for professional and administrative support to the district offices with a cost savings of approximately \$7.8 million over the life of the five-year contract. Additionally, a national contract solution for vehicle outfitting is under development for award in early FY 2019.

## MISSION: MODERNIZATION OF TECHNOLOGY, SYSTEMS, AND BUSINESS PROCESSES

The USMS must address the dual challenge of supporting legacy systems that lack necessary capabilities and acquiring technology solutions to deliver effective and efficient capabilities. Central to this effort is aligning with best practices and ensuring compliance with federal mandates.

### **Strategic Objective: Address the complexities of human resource management in the federal environment**

The USMS HR Division will be structured and staffed to meet the demands of managing the complexities of human capital in today's federal government.

#### **Evaluate HR operating procedures and develop innovative service delivery methods**

**Implement EmpowHR:** The USMS and the DOJ use the National Finance Center (NFC) as its human resource line of business service provider. DOJ requires that all components implement EmpowHR to process personnel actions and interface with NFC. Over the past year, the USMS worked with DOJ to define security roles, complete data cleanup, test the system, complete parallel and user acceptance testing, and train HR personnel in the use of the new system. EmpowHR went live at the USMS in October 2017. Because EmpowHR is a workflow system that interfaces with NFC, the USMS can now process actions using data fields prepopulated by their system. When the personnel action workflow is complete, actions are processed and automatically uploaded into NFC. The USMS is now in compliance with DOJ requirements, the agency's HR Division can use a streamlined tool for the processing of personnel actions, and EmpowHR facilitates the sharing of information between and among HR, payroll, finance, and related functions.

**Implement USAStaffing 2.0 to process USMS vacancy announcements:** In 2016, the Office of Personnel Management announced a mandatory upgrade to USAStaffing to process vacancy announcements. With the support of DOJ, the USMS transitioned to the new system by preparing templates, training HR staff and USMS end users, and piloting the new system in a training database. USMS vacancies were first posted in the new system in December 2017 and the improved version is fully operational at the USMS. USAStaffing has enhanced functionality, is more user-friendly, and has improved reporting capabilities.

**Mitigate the mental and emotional trauma of various distressing workforce environments** In FY 2018, the USMS strengthened the capabilities of its Critical Incident Response Team in anticipation of the team's expansion. The USMS developed and implemented new deployment strategies as well as training and team member development procedures in anticipation of a larger response team by the end of the fiscal year. Further, the EAP and the Employee Resiliency Program provided seminars, newsletters, counseling, resiliency services, and traumatic incident management for headquarters personnel and district employees.

### **Strategic Objective: Leverage technology, modernize business processes, and drive agency performance**

The USMS will improve data capabilities to provide timely, integrated information for USMS, federal, state, and local law enforcement.

**Vehicle disposal vendor:** In FY 2018, the USMS fully implemented the use of a national vehicle disposal vendor to assist with excessing government vehicles. This preferred method allows the vendor to coordinate all aspects of auctioning off vehicles. With a national vehicle disposal vendor in place, the overall efficiency of the fleet program for the USMS is improved. The streamlined approach for vehicle disposal through a national vendor lessens the administrative burden on districts and eliminates the amount of time spent obtaining quotes and completing necessary paperwork. This contract reduced the average processing time from 57 days to 22 days. Proceeds are also received 50 percent faster than the other disposal methods, allowing the USMS to reinvest the proceeds more quickly for replacement vehicles.

**Elevating health and safety through training and education:** The USMS furthered its efforts to elevate the importance of safety and health. This included coordinating Automated External Defibrillator and Cardiopulmonary Resuscitation training for 1,773 USMS employees and 959 court employees; and conducting a training conference for new and veteran safety and health officers. The USMS acting deputy director attended the five-day training to once again reinforce the strong commitment the agency has to officer safety. Finally, improvements to basic first aid, respiratory protection, hearing conservation, recordkeeping, and hazardous communication training modules are delivered through the USMS's learning portal. These and other efforts improve the current USMS Safety and Health Management System and mitigate agency-wide safety and health concerns.

**Enhance or replace outdated USMS legacy systems with modern, compliant solutions that better enable effective business processes**

**One-stop IT shop:** ConnectIT, a modern and compliant cloud-based solution, was released in February 2018 as the agency's new one-stop shop for all IT-related services, including USMS forms, hardware and software requests, service desk incidents, and IT service requests. ConnectIT allows users to create and submit requests entirely within the application, replacing fillable PDFs and scanned documents. Its mobile compatibility and inbound email capabilities will empower users to submit IT requests directly from the field. ConnectIT provides end-to-end visibility into the status of incidents and requests, allowing users to track fulfillment in real time. In addition, the USMS's tracking application within the Communications Center was replaced in November 2017.

**Upgrading data center equipment:** The USMS replaced its outdated and unsupported legacy data center equipment to ensure USMS continuity of services and capabilities across its data systems. As part of the upgrade, the USMS moved its servers to another facility. The new equipment standardizes hardware and software resources across data centers, reduces data center costs, and provides a significant increase in application availability, performance, and reliability. All USMS applications were successfully migrated to the new equipment in 2018 without any impact to the customer base.

**Implement Microsoft Office 365:** The USMS transitioned its email services to the DOJ-managed use of Microsoft's Office 365 in an effort to support the DOJ's email and collaboration services initiative to move operations to the cloud and to comply with the Office of Management and Budget's mandate to consolidate enterprise services. The new Office 365 email solution contains enhanced features and functionality, including a significantly larger mailbox, real-time shared document editing, enhanced team collaboration tools, and access to email, calendars, and contacts "anywhere, anytime." The Office 365 email solution allows

**ESTABLISH AN INSIDER THREAT PROGRAM**

In FY18, the USMS Tactical Operations Division, Office of Security Programs, refined business processes to create its Insider Threat Prevention and Detection Program. In compliance with Executive Order 13587 and DOJ Order 0901, the USMS Insider Threat Program was developed to safeguard classified information and deter, detect, and mitigate insider threats. This includes developing capabilities to gather, integrate, centrally analyze, and respond to key threat-related information. To accomplish this, the USMS developed standard operating procedures by working with the National Insider Threat Task Force Liaison Team under the joint leadership of the U.S. attorney general and the director of National Intelligence. The USMS team of subject matter experts installed an insider threat monitoring tool in conjunction with the witness security mission, partnered with other USMS programs, established a USMS committee, and implemented the insider threat online training for all USMS personnel. With the establishment of an insider threat program, the USMS can continue to identify security risks facing the mission to not only analyze insider threat inquiries, but also educate all personnel about how to report possible threats to the Insider Threat Committee.

USMS users to work virtually anywhere while greatly reducing the USMS hardware footprint. Additionally, the ability to perform electronic discovery (eDiscovery) was significantly enhanced through the introduction of Microsoft’s Security and Compliance Center. The improvements allow for enhanced email searches due to direct integration with the Office 365 Cloud.

PROJECT “SHIELD”



As part of transitioning the USMS from Blackberry mobile phones to iPhones, the agency’s Information Technology Division set aside funds for developing new applications that would assist the field. Working with the USMS Investigative Operations Division, the team built an application that would allow deputies to quickly get criminal histories and warrants. Within six months, the app was able to pull information from the FBI’s NCIC. This turned out to just be the beginning as the app, fielded to all of USMS in July 2018, is now able to perform state and local warrant queries, read drivers’ licenses, and run automobile/ watercraft license plates. Response time is typically within 2 – 5 seconds, making it much faster than the older method requiring a computer or asking a non-USMS task force member to call their dispatcher. Further, the team negotiated a contract with the vendor that allows all DOJ personnel (except FBI, due to licensing reasons) to use the app. The app is being described as a true game-changer and has provided numerous good “catches,” including one case where it prevented a young child from being placed in the care of an adult who turned out to have a child molestation conviction.

**FY 2016-18 ENACTED RESOURCES BY USMS STRATEGIC GOAL**

Dollar amounts are in the thousands (000s)

( ) = Funding sources

S&E = Salaries & Expenses

**Goal 1:**

<b>STRATEGIC GOAL 1</b>	2016 Enacted			2017 Enacted			2018 Enacted		
Judicial and Courthouse Security [S&E] Protection of Witnesses [S&E] Construction [Construction]									
Comparison by activity and program	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Judicial and Courthouse Security	1,673	1,380	370,681	1,256	1,141	319,870	1,270	1,174	337,096
Protection of Witnesses	153	107	33,900	181	168	39,575	183	173	41,320
Total Enacted - S&E	1,826	1,487	404,581	1,437	1,309	359,445	1,453	1,347	378,416
Reimbursable FTE		19			23			32	
Total Enacted with Reimbursable FTE - S&E	1,826	1,506	404,581	1,437	1,332	359,445	1,453	1,379	378,416
Construction			15,000			10,000			53,400
Grand Total Enacted - S&E and Construction	1,826	1,506	419,581	1,437	1,332	369,445	1,453	1,379	431,816

Note: Represents S&E operational resources only and Construction appropriation

**Goal 2:**

<b>STRATEGIC GOAL 2</b>	2016 Enacted			2017 Enacted			2018 Enacted		
Fugitive Apprehension [S&E]									
Comparison by activity and program	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Fugitive Apprehension	1,301	1,214	288,258	1,524	1,379	361,636	1,542	1,481	383,271
Total Enacted - S&E	1,301	1,214	288,258	1,524	1,379	361,636	1,542	1,481	383,271
Reimbursable FTE		99			106			103	
Total Enacted with Reimbursable FTE - S&E	1,301	1,313	288,258	1,524	1,485	361,636	1,542	1,584	383,271

Note: Represents S&E operational resources only



**Goal 3:**

<b>STRATEGIC GOAL 3</b> Prisoner Security & Transportation [S&E] Detention Services [FPD] Justice Prisoner and Transportation System [JPATS]	2016 Enacted			2017 Enacted			2018 Enacted		
Comparison by activity and program	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Prisoner Security and Transportation	878	756	194,535	724	685	162,901	731	703	169,742
Total Enacted - S&E	878	756	194,535	724	685	162,901	731	703	169,742
Reimbursable FTE									
Total Enacted with Reimbursable FTE - S&E	878	756	194,535	724	685	162,901	731	703	169,742
Detention Services	19	19	1,258,440	27	17	1,430,414	27	27	1,536,000
Grand Total Enacted - S&E and FPD	897	775	1,452,975	751	702	1,593,315	758	730	1,705,742

JPATS	123	107	52,916	123	108	51,565	123	110	52,282
Total Operating (President's Budget) Level - JPATS	123	107	52,916	123	108	51,565	123	110	52,282
Actual Operating Level - JPATS	123	96	53,182	123	94	42,990	123	95	54,467

Note: Represents S&E operational resources only , FPD appropriation, and JPATS Revolving Fund

**Goal 4:**

<b>STRATEGIC GOAL 4</b> Tactical Operations [S&E]	2016 Enacted			2017 Enacted			2018 Enacted		
Comparison by activity and program	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Tactical Operations	129	133	28,582	122	115	42,532	124	119	44,303
Total Enacted - S&E	129	133	28,582	122	115	42,532	124	119	44,303
Reimbursable FTE		36			33			35	
Total Enacted with Reimbursable FTE - S&E	129	169	28,582	122	148	42,532	124	154	44,303

Note: Represents operational resources only

**Goals 5&6:**

<b>STRATEGIC GOAL 5&amp;6</b>	2016 Enacted			2017 Enacted			2018 Enacted		
All S&E Decision Units [S&E]									
Comparison by activity and program	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Judicial and Courthouse Security	549	500	121,640	409	403	104,161	409	410	108,561
Fugitive Apprehension	443	435	98,154	532	489	126,241	532	520	132,231
Prisoner Security and Transportation	326	271	72,231	275	242	61,875	275	246	63,857
Protection of Witnesses	54	39	11,965	65	60	14,212	65	61	14,676
Tactical Operations	48	41	10,635	46	41	16,037	46	41	16,037
<b>Total Enacted - S&amp;E</b>	<b>1,420</b>	<b>1,286</b>	<b>314,625</b>	<b>1,327</b>	<b>1,235</b>	<b>322,526</b>	<b>1,327</b>	<b>1,278</b>	<b>335,362</b>
Reimbursable FTE		256			175			225	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>1,420</b>	<b>1,542</b>	<b>314,625</b>	<b>1,327</b>	<b>1,410</b>	<b>322,526</b>	<b>1,327</b>	<b>1,503</b>	<b>335,362</b>
Note: Represents S&E administrative resources only									

## ACRONYM LIST

ACRONYM	DESCRIPTION
ADP	Average Daily Prisoner Population
AFP	Asset Forfeiture Program
AITP	Adjunct Instructor Training Program
APC	Austin Processing Center
ASTITP	Active Shooter/Threat Instructor Training Program
AWA	Adam Walsh Child Protection and Safety Act
BOP	Federal Bureau of Prisons
BPA	Blanket Purchase Agreement
CAP	Cooperative Agreement Program
CDC	Centers for Disease Control and Prevention
CDP	Chiefs Development Program
COOP	Continuity of Operations
CSO	Court Security Officer
DATA	Digital Accountability and Transparency Act
DCA	Detention Contract Administrator
DDMR	District Detention Management Reports
DHS	Department of Homeland Security
DOJ	Department of Justice
DTC	Deputy Trauma Course
DUSM	Deputy U.S. Marshal
EAP	Employee Assistance Program
EMT	Emergency Medical Technician
ENRD	Environment and Natural Resources Division
ESF-13	Emergency Support Function #13
FBI	Federal Bureau of Investigation
FITP	Firearms Instructors Training Program
FLETA	Federal Law Enforcement Training Accreditation
FLETC	Federal Law Enforcement Training Center
FSD	Financial Services Division
FY	Fiscal Year
GPS	Global Positioning System
GSA	General Services Administration
HHS	Department of Health and Human Services
HR	Human Resources
HRFA	High-Risk Fugitive Apprehension
IGA	Intergovernmental Agreement
IGB	Intelligence Governance Board
INTERPOL	International Criminal Police Organization

<b>ACRONYM</b>	<b>DESCRIPTION</b>
IPAC	Intra-Governmental Payment and Collection
IPC	Interdiction for the Protection of Children
IPP	Invoice Processing Platform
IS-BAO	International Standard for Business Aircraft Operations
JPATS	Justice Prisoner and Alien Transportation System
LPR	Lawful Permanent Residence
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MRT	Mandatory Recertification Training
NCIC	National Crime Information Center
NFC	National Finance Center
OCDETF	Organized Crime Drug Enforcement Task Force
OCONUS	Outside Continental United States
OEO	Office of Enforcement Operations
OIG	Office of the Inspector General
OMSU	Operational Medical Support Unit
OSSAM	Office of Safety, Security and Asset Management
OTB	Operation Triple Beam
PACS	Physical Access Control System
PEVS	Prisoner Enrollment and Verification Station
PFA	Argentine Federal Police
PHS	Public Health Service
PIV	Personal Identity Verification
POD	Point of Dispensing
QAR	Quality Assurance Review
SAID	Suspicious Activity, Assault, Incident and Death
SLD	Supervisory Leadership Development
SNS	Strategic National Stockpile
SNSSO	Strategic National Stockpile Security Operations
SOG	Special Operations Group
SOGTC	SOG Tactical Center
SWB	Southwest Border
TFQ	Task Force Officer
UFMS	Unified Financial Management System
USCIS	U.S. Citizenship and Immigration Services
USDT	U.S. Department of Treasury
USMS	United States Marshals Service



# U.S. Marshals Service Districts



★ Main Office





**JUSTICE • INTEGRITY • SERVICE**



# United States Marshals Service FY 2019 Annual Report

JUSTICE  INTEGRITY  SERVICE



## **PROTECTING AMERICA'S FEDERAL JUDICIAL PROCESS SINCE 1789**

The United States Marshals Service (USMS) is the nation's first and most versatile federal law enforcement agency, involved in virtually every federal law enforcement initiative. The USMS is a force of approximately 5,230 deputies and business professionals who protect the federal judiciary, apprehend federal fugitives, transport and house prisoners, locate and recover missing children, enforce sex offender compliance, operate the Witness Security Program, and manage and sell seized assets acquired by criminals through illegal activities.

Deputy U.S. Marshals (DUSMs) protect the judicial family, serve federal summonses and warrants, and capture federal fugitives. From the arrest of a defendant out on bond to the apprehension of prison escapees, DUSMs investigate, locate, and detain the accused and the guilty to guarantee court cases proceed unimpeded and prison sentences are served. Headquarters lends its investigative assistance in these and other matters, including providing leadership to districts in their efforts to recover missing children and investigate noncompliant sex offenders. Finally, the USMS is central to the Department of Justice's (DOJ's) objective to reimburse victims of crimes through the identification and seizure of assets gained from criminal activity.

To accomplish its various missions, the agency ensures its workforce is responsive to new and existing challenges. In any given week a DUSM might be asked to support one or all of the agency's missions. USMS human resources, financial, training, and information technology (IT) functions provide unparalleled support to these operational missions. This administrative support allows DUSMs to focus on protecting the federal judicial process. Through continuous training, USMS personnel remain adaptive and agile, always ready to respond to the latest threats and technology.

The agency's headquarters is located in Arlington, Virginia, and provides support to 94 district offices and several sub-offices across the country, including four foreign field offices. The USMS administrative and operational personnel perform these various critical roles by coordinating efforts with other federal, state, and local law enforcement agencies. This cooperation has been a cornerstone of the Marshals Service since its inception, working together to protect, defend, and enforce the American justice system.







In 2019, the United States Marshals Service [USMS] celebrated 230 years of serving and protecting this beautifully diverse country. While the agency has transformed over the years, the primary USMS mission has remained the same: to protect, defend, and enforce the American justice system. It is my greatest honor and privilege to stand with and for the men and women of this legendary agency.

I am proud to present the United States Marshals Service FY 2019 Annual Report. This report provides an in-depth look at our many accomplishments and highlights the great successes of this agency over the past fiscal year. This year's annual report aligns with the four strategic goals in the new 2020-2024 Strategic Plan, which include our commitments to increase investment in our workforce, to strengthen investigations across the mission set, to safeguard against security threats and ensure safety through innovation, and to enhance our business environment.

Our unique position in the justice system allows us to serve our nation and impact countless lives at the federal, state, and local level. This past fiscal year, I witnessed the very hard work and dedication required to accomplish our various missions. We have kept our sacred charge to protect the judiciary and uphold the rule of law. Our devoted team of operational and administrative professionals continues to work diligently to reduce violent crime in the most vulnerable communities. Our agency remains the best of the best at developing and fostering seamless and

effective partnerships with our federal, state, and local law enforcement cohorts. Along with our partners, we brought thousands of fugitives, gang members, sex offenders, and other criminals to justice.

Last year, we also implemented excepted service hiring authority and full-performance level at grade 13. These initiatives are transforming our agency into an even more capable law enforcement agency of the highest caliber. Through tremendous effort, we have increased law enforcement training classes. These efforts will bear exceptional fruit and bring needed relief to our offices all around the country.

Every member of our agency played a vital role in last year's accomplishments, and the same will be true as we move into the future. We will face many challenges, and we will meet them with the same tenacity that fills our history.

I look forward to the next fiscal year as we continue to further develop our leaders, address staffing shortages, expand training opportunities for all, and engage in innovative problem solving necessary for even greater future success.

A handwritten signature in black ink that reads "Donald W. Washington". The signature is written in a cursive, flowing style.

Donald W. Washington

Director, United States Marshals Service

<b>ABOUT THE UNITED STATES MARSHALS SERVICE</b>	<b>INSIDE FRONT COVER</b>
<b>MESSAGE FROM THE DIRECTOR</b>	<b>I</b>
TABLE OF CONTENTS	II
DISTRICT MAP INSERT	1
<b>MISSION   VISION   ORGANIZATIONAL STRUCTURE</b>	<b>2</b>
<b>AGENCY HIGHLIGHTS</b>	<b>3</b>
STRENGTHENING THE USMS LAW ENFORCEMENT MISSION	3
AWARD-WINNING U.S. MARSHALS SERVICE PROGRAMS AND PERSONNEL	5
<b>GOAL 1: INVEST IN OUR WORKFORCE</b>	<b>7</b>
<b>MISSION: PROFESSIONAL WORKFORCE</b>	<b>8</b>
STRATEGIC OBJECTIVE: DEVELOP THE WORKFORCE BASED ON IDENTIFICATION OF EMERGING AND MISSION CRITICAL COMPETENCIES	8
STRATEGIC OBJECTIVE: PROVIDE VALUE-ADDED TRAINING FOR ALL	9
STRATEGIC OBJECTIVE: BUILD AN ORGANIZATIONAL CULTURE THAT ATTRACTS AND RETAINS TOP TALENT	10
STRATEGIC OBJECTIVE: IDENTIFY OPPORTUNITIES FOR AUTOMATION TO INCREASE THE EFFICIENCY OF THE WORKFORCE	10
STRATEGIC OBJECTIVE: STRENGTHEN PRODUCTIVITY, ACCOUNTABILITY, AND COMPLIANCE BY REFINING MANAGEMENT PRACTICES	11
<b>MISSION: ACCOUNTABILITY AND INTEGRITY</b>	<b>12</b>
<b>GOAL 2: STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET</b>	<b>15</b>
<b>MISSION: FUGITIVE APPREHENSION</b>	<b>16</b>
<b>MISSION: INTERNATIONAL PARTNERSHIPS AND SUPPORT</b>	<b>20</b>
<b>MISSION: PROTECTING AMERICA'S CHILDREN AND COMMUNITIES</b>	<b>21</b>
STRATEGIC OBJECTIVE: PROTECT CHILDREN AND COMMUNITIES THROUGH THE RIGOROUS INVESTIGATION AND ARREST OF NONCOMPLIANT SEX OFFENDERS	21
<b>GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION</b>	<b>23</b>
<b>MISSION: LAW ENFORCEMENT PERSONNEL SAFETY</b>	<b>24</b>
STRATEGIC OBJECTIVE: MITIGATE OFFICER SAFETY RISK ACROSS ALL MISSION AREAS	24
<b>MISSION: JUDICIAL PROTECTION AND COURTHOUSE SECURITY</b>	<b>26</b>
STRATEGIC OBJECTIVE: IDENTIFY, DETER, AND PREVENT HARM TO PROTECTED PERSONS THROUGH FORWARD-LOOKING, RISK-BASED APPROACHES TO PROTECTION AND INTELLIGENCE	26
STRATEGIC OBJECTIVE: PROMOTE INTELLIGENCE SHARING AND COLLABORATION	28
<b>MISSION: WITNESS PROTECTION</b>	<b>29</b>
STRATEGIC OBJECTIVE: STRENGTHEN THE AGENCY'S ABILITY TO PROTECT SENSITIVE AND VITAL INFORMATION, TECHNOLOGY, AND INFRASTRUCTURE AGAINST THREATS	29
<b>MISSION: PRISONER TRANSPORT</b>	<b>31</b>
STRATEGIC OBJECTIVE: DELIVER SECURE, MODERN, AND EFFICIENT PRISONER DETENTION AND TRANSPORTATION OPERATIONS	31
<b>MISSION: PRISONER OPERATIONS, DETENTION, AND CARE</b>	<b>33</b>
<b>GOAL 4: ENHANCE THE BUSINESS ENVIRONMENT</b>	<b>37</b>
<b>MISSION: FINANCIAL MANAGEMENT MODERNIZATION AND COMPLIANCE</b>	<b>38</b>
STRATEGIC OBJECTIVE: MODERNIZE BUSINESS PROCESSES AND TECHNOLOGY INFRASTRUCTURE	38
STRATEGIC OBJECTIVE: PROMOTE EVIDENCE-BASED, DATA-DRIVEN DECISION-MAKING	39
<b>MISSION: ASSET FORFEITURE PROGRAM</b>	<b>42</b>
FY 2017-FY 2019 ENACTED RESOURCES BY USMS STRATEGIC GOAL	45
ACRONYM LIST	47



# U.S. Marshals Service Districts



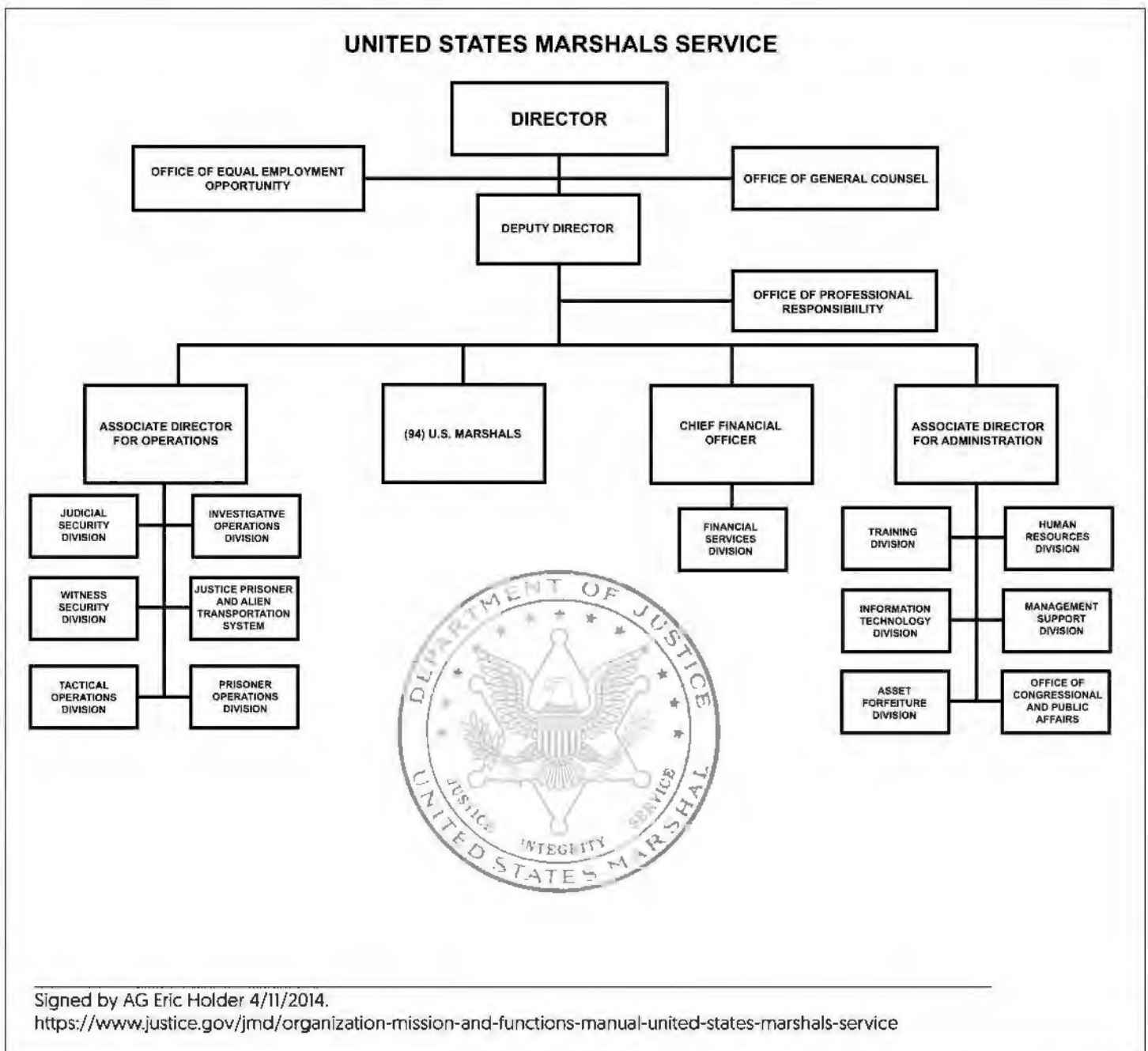
**Mission**

To protect, defend, and enforce the American justice system.

**Vision**

Leadership among law enforcement by empowering informed decision-making—accountable to the public and partners.

**Organizational Structure**



# STRENGTHENING THE USMS LAW ENFORCEMENT MISSION

**Reducing Violent Crime.** One of the top priorities for the Department of Justice in 2019 was to reduce crime in America by focusing on the most violent criminals, taking down violent gang networks, prioritizing public safety, and supporting state, local, and tribal law enforcement partners. A key initiative of the Department to help achieve this goal is Project Safe Neighborhoods (PSN). PSN began in 2002 under President George W. Bush, continued under President Barack Obama, and was reinvigorated in 2017 under President Donald Trump. In February 2019, President Trump explained at the Major County Sheriffs and Cities Chiefs Association and Joint Conference, “The cornerstone of our strategy is revitalizing one of the most effective crime reduction initiatives in history—Project Safe Neighborhoods. This program brings together law enforcement, community groups, and local leaders to get the most violent offenders in the most dangerous areas off our streets and put them behind bars as quickly and easily as possible.” USMS-led counter-gang operations are fundamental components of the PSN initiative, focused on reducing violent crime and making communities safer. Through the USMS’s long-standing partnerships with state, local, tribal, and federal agencies, Operations Triple Beam (OTB) and Washout (OWO) provide communities with immediate relief from gang-perpetuated violence through fugitive targeting and seizing criminal organizations’ centers of gravity, such as firearms, narcotics, and illicit currency. U.S. Attorney General William Barr praised the collaborative efforts, “It packs a powerful punch by combining advanced data with local leadership, further reducing violence in communities across the country and improving overall public safety.” In Fiscal Year (FY) 2019 alone, the USMS led 28 counter-gang operations, such as OTB and OWO, in 25 Districts. These successful operations resulted in the seizure of 713 firearms, over \$1.7 million in U.S. currency, and over 107 kilograms of narcotics.

**Persevering through a government shutdown.** The record-breaking 35-day lapse in appropriations was unquestionably difficult for many agencies, personnel, and their families as they dealt with the uncertainty of their finances while continuing to maintain necessary operations with limited personnel. Despite these challenges, USMS personnel stayed focused on the mission and kept our communities, protectees, and prisoners safe from harm. The agency refers to this commitment as The Marshals Way. USMS employees also maximized ways to limit the impact of the government shutdown on local communities, the agency, and its partners. For example, the agency worked with the DOJ to identify unique solutions to bolster state and local jails to continue supporting the mission.

For the first time in the history of the Federal Law Enforcement Training Center (FLETC) and the USMS, the Criminal Investigator Training Program (CITP) continued training through a federal government shutdown, allowing two classes of deputy candidates to graduate on time. Historically, all scheduled CITP and Basic Deputy U.S. Marshal (BDUSM) training would have ceased during a federal government shutdown, necessitating the costly out-processing of all students, returning them to their home of record, and subsequently returning them to FLETC after the shutdown ended and new training schedules were completed.

However, the USMS and FLETC officials worked together to establish a contingency plan and seek necessary approvals to properly categorize this extremely mission-essential training. The USMS authorized the continuation of CITP and BDUSM classes, allowing the new deputy candidates to continue training, graduate, and report to their new districts. This initiative not only significantly benefited the agency by mitigating a delay in filling critical roles in the districts, but also saved the agency money by not having to arrange travel to send the participants home and back again when training could resume.

CONTINUED ON NEXT PAGE

## STRENGTHENING THE USMS LAW ENFORCEMENT MISSION (continued)



**El Chapo Trial.** After more than two decades of destroying American lives with drugs and extreme violence, Joaquín Archivaldo Guzmán Loera was brought to justice. Loera, also known as “El Chapo” and “El Rapido,” was sentenced to life in prison plus 30 years consecutive and fined \$12.6 billion in forfeiture. “The U.S. Marshals Service was tasked with ensuring the integrity of the judicial process in this case,” said Acting U.S. Marshal for the Eastern District of New York (E/NY) Bryan Mullee. “It was paramount that all participants in the case could operate without undue influence or fear in a secure environment, and we accomplished that. On behalf of the U.S. Marshals Service in the Eastern District of New York, I would like to express my gratitude to all of our law enforcement partners who worked tirelessly in support of our mission, most notably, the incredibly talented men and women of the NYPD, the Federal Protective Service [FPS], the 24th Civil Support Team of the New York National Guard, and the Federal Bureau of Prisons [BOP].” U.S. Attorney Richard P. Donoghue had this to say about the continuing organized crime syndicate known as the Sinaloa Cartel, “We cannot undo the violence,

misery, and devastation inflicted on countless individuals and communities [...] but we can ensure that he spends every minute of every day in prison. The same fate awaits those who would take his place.\*”

In January of 2017, Guzmán was delivered to the USMS E/NY to face charges in federal court. Since his arrival in E/NY, the USMS was responsible for the safety and security of all participants in the trial including the judge, prosecutors, witnesses, the jurors, the defendant, and the general public. The USMS tasked the Special Operations Group [SOG] with the responsibility of handling all movements to and from his multiple court proceedings. SOG, in conjunction with NYPD Emergency Services Unit and E/NY, provided a high-risk heavy motorcade and tactical security for the courthouse during the trial.

\* Source: <https://www.justice.gov/opa/pr/joaquin-el-chapo-guzman-sinaloa-cartel-leader-sentenced-life-prison-plus-30-years>

# AWARD-WINNING U.S. MARSHALS SERVICE PROGRAMS AND PERSONNEL



**U.S. Attorney General's Awards.** The Attorney General's 67th Annual Awards Ceremony took place on Wednesday, October 23, 2019, at a concert hall in Washington, D.C. The USMS received awards in three categories. Two of the three winning nominations were group nominations submitted by a U.S. Attorney. Supervisory Deputy U.S. Marshal [SDUSM] Kevin Neal in the District of Massachusetts [D/MA] received the Attorney General's [AG's] Distinguished Service Award. He was included in a group nomination of 14 nominees submitted by Andrew Lelling, U.S. Attorney, D/MA, for their work in prosecuting members of Mara Salvatrucha [MS-13].

SDUSM Henry E. Geberth III of the U.S. Marshals Investigative Operations Division received the AG's Award for Fraud Prevention. He was included in a group nomination of 15 nominees submitted by Christopher Myers, U.S. Attorney in the District of North Dakota, for their work in Operation Hard Copy to combat fraud against the elderly and most vulnerable. The

District of Arizona's Wanted Violent Offender Task Force 15-member team received the AG's Award for Exceptional Heroism for their actions during the apprehension of an armed fugitive. Deputy U.S. Marshal Chase White of Arizona was fatally shot by the fugitive during the apprehension. This team included Deputy U.S. Marshals: Chase White [Posthumously], Christopher Shuman, Benjamin Peterson, Kevin Governor, Michael Adams, Ricardo Manriquez, Steven Slawiak, Nicholas Bahen, and SDUSM Jose Valenzuela, Jr., District of Arizona.

**Federal 100 Awards.** Chief Technology Officer [CTO] Christine Finnelle, selected as one of the 2019 Federal 100, was honored at the 30th annual ceremony on March 28, 2019, at the Grand Hyatt in Washington, D.C. The Federal 100 is the most prestigious award in the federal IT industry, celebrating those transforming government and improving its ability to deliver on critical missions. CTO Finnelle was responsible for moving the USMS to a more mobile, cloud-based IT

CONTINUED ON NEXT PAGE

## AWARD-WINNING U.S. MARSHALS SERVICE PROGRAMS AND PERSONNEL (continued)

structure, allowing users to access critical information anywhere, at any time, in a cost-effective manner.

### Federal Aviation Program of the Year.

In 2019, Justice Prisoner and Alien Transportation System [JPATS] was recognized by the General Services Administration and the Interagency Committee for Aviation Policy [ICAP] as the Best Federal Small Aviation Program of the Year. JPATS employees Bobby Russell and Luke Pingrey were also recognized for their outstanding performance in aviation as Aviation Manager of the Year and Aviation Support Professional of the Year, respectively.

### Top Cop Awards



The U.S. Marshals Service is proud to have 13 deputies and supervisory deputies recognized by the National Association of Police Organizations, who hosted their 26th Annual TOP COPS® awards ceremony on Sunday, May 12, 2019, in Washington, D.C.

The Honorable Mentions representing the federal category recognized deputies based out of the USMS Arizona district and included SDUSM Shane Livingstone, DUSM Benjamin Peterson, DUSM Ricardo Manriquez, DUSM Michael Adams, SDUSM Jose Valenzuela, Jr., DUSM Christopher Shuman, DUSM Kevin Governor, and DUSM Nicholas Bahen along with four local officers and a special agent for their courage under gunfire during the dangerous apprehension of a violent criminal.

The Honorable Mentions representing the state of Oklahoma recognized six local task force officers, along with SDUSM Callen Stephens, DUSM Jermaine Vaughn, and DUSM Travis Sutterfield, for their bravery during a sustained engagement under gunfire while capturing a dangerous fugitive.

The Honorable Mentions representing the state of Pennsylvania consisted of six local task force officers, one patrol agent, and DUSM Phillip Lewis for the courage displayed during the arrest of a fugitive wanted for terroristic threats with a weapon and associated with an unknown suspect who may have been wanted for attempted homicide. DUSM Christopher Hill was fatally shot during the apprehension.

**The USMS launched into the social media scene Monday, March 18, 2019 with its first official USMS Twitter presence.**



**@usmarshalsHQ**



# United States Marshals Service Eastern District of California



The USMS workforce is the agency's most valuable resource. The purpose of this goal is to determine the human resource needs of the agency; manage the background investigation program; recruit and employ a culturally diverse workforce; provide for the health, safety, and well-being of the workforce; provide opportunities for career advancement, continuing education, and skills development; and promote employee participation in setting the goals, objectives, and business practices of the agency. The agency's commitment is to ensure that its workforce has the right mix of competence, capacity, and empowerment to be successful. Identifying future skill requirements and forecasting the demand is difficult for federal agencies. The USMS will identify core competencies for personnel and will develop comprehensive training plans to mitigate skill gaps, enhance employee developmental opportunities, boost morale, and improve talent retention. Ultimately, the USMS aims to lead by example through prioritizing its human capital and training needs in the same way it exemplifies its law enforcement programs through protection and investigation.

To achieve the agency's goal to invest in its workforce, the USMS developed the following objectives:

- Develop the Workforce Based on Identification of Emerging and Mission Critical Competencies
- Provide Value-Added Training for All
- Build an Organizational Culture that Attracts and Retains Top Talent
- Identify Opportunities for Automation to Increase the Efficiency of the Workforce
- Strengthen Productivity, Accountability, and Compliance by Refining Management Practices

## MISSION: PROFESSIONAL WORKFORCE

The USMS requires a professional workforce to accomplish its complex and varied missions. The workforce consists of approximately 5,200 employees, 70 percent of whom are law enforcement. Professional, administrative, and technical functions provide the necessary foundation to achieve USMS strategic goals and objectives, execute the mission, and manage a diverse workforce. The agency continues to assess organizational and business structures, evaluate the workforce composition, and ensure the right people with the required skill sets are in the right positions.

**MISSION PROGRAM DATA**

Table 1 – FY 2019 USMS Training Conducted

Training Class	Number of Classes	Number of Students
U.S. Marshals Introductory Training	3	79
Chiefs Development Program	5	85
Supervisory Leadership Training	5	152
Adjunct Instructor Training	9	177
Leadership Through Understanding Human Behavior	5	104
Public Affairs Officer Training	1	24
<b>Total</b>	<b>28</b>	<b>621</b>



### Strategic Objective: Develop the Workforce Based on Identification of Emerging and Mission Critical Competencies

**Focusing on Professional Development.** Leadership development is a top priority for the agency. In FY 2019, the USMS implemented a new instructor-led leadership training course in addition to providing more opportunities for professional development. The new leadership course promotes effective communication throughout the USMS and provides training on the “DISC,” Motivators, and Emotional Intelligence Model for both operational and administrative employees. This course provides students with the knowledge and skills to be effective leaders by giving students the tools and insight needed to develop a better understanding of themselves and how their interpersonal dynamics, strengths, weaknesses, and roles within workgroups and teams may affect the outcome of a mission. Students learn how to adapt as leaders to different behavioral types to capitalize on their strengths and their team members’ strengths through effective communication.

The “DISC,” Motivators, and Emotional Intelligence training are a part of the Chiefs Development Program and Supervisory Leadership Development, whereby participants can increase management and leadership skills. The agency also held these courses at the 2019 USMS National Management Conference to ensure that all leadership, including the U.S. Marshals, received the training. Additionally, the attendees at the Administrative Officers Conference received an introduction to “DISC,” Motivators, and Emotional Intelligence. The USMS aims to provide this training to all employees, as effective communication is a mission critical competency and key to the continued success of the agency.

The USMS implemented a three-day course to facilitate leadership training to more employees and USMS teams. The agency offered this course, Leadership through Understanding Human Behavior-Marshals, throughout various locations in the U.S. to reach as many employees as possible.

**Strategic Objective: Provide Value-Added Training for All**

**Leveraging Distance Learning.** The USMS leveraged the advanced capabilities of the learning management system, LearnUSMS, to develop more courses and increase instructor-led scheduled offerings by 67 percent over FY 2018. Clear communication regarding upcoming training and more course offerings led to a 15 percent increase in the total number of USMS employees who completed training events. An example of this leverage is the updated Supervisory Leadership Development program, which is now offered partially online and partially in-person; users must complete the online portion before attending the in-person course, guaranteeing that all attendees are starting with the same knowledge base. The USMS also focused on improving LearnUSMS quality control, customer service, and user experience, resulting in an incredible 60 percent decrease in reported user problems.

**Training Enforcement Officers.** In FY 2019, the USMS piloted a revised training program for its Aviation Enforcement Officers and Detention Enforcement Officers before they complete job-specific training. The Enforcement Officer Training Program (EOTP) provides basic enforcement officer training, covering officer safety, use of force, basic tactics, defensive tactics, and firearms. In July and August of 2019, the USMS conducted the 20-day pilot EOTP class, with 20 students receiving full certification as Enforcement Officers.

**Informing court security personnel.** The first line of defense for judicial security are the contracted security officers known as Court Security Officers (CSOs), and the lynchpin relationship for the CSO program is the USMS Judicial Security Inspector (JSI) and CSO District Supervisor. It is paramount to the \$400 million program that these two positions have the same understanding of the contract and expectations. To that end, the Judicial Security Division (JSD) conducted the first-ever joint training for JSIs and the CSO district supervisors in September of 2019. The training covered contract and programmatic changes and new initiatives to provide greater security to the judiciary and the judicial process. Over the course of five sessions, the USMS instructed all CSO district supervisors and at least one JSI from every district.

**Expanding leadership and management development.** The USMS has continued to promote employee and management development by creating diverse training opportunities and professional engagement sessions. In FY 2019, the USMS organized and hosted a national Administrative Officers (AO) conference in Saint Louis, Missouri. Training on various administrative topics, including financial management, human resources, procurement, as well as operational program areas, was provided to representatives from the 94 district offices. The AO conference was a resounding success. According to the participants, the materials presented and the relationships formed were very beneficial. Moreover, the AOs eagerly embraced having these national conferences on an on-going schedule to facilitate their development and succession planning.

A Supervisory Aviation Enforcement Officer prepares to depart on a JPATS aircraft after transporting a high-profile prisoner to a Bureau of Prisons facility to begin serving his life sentence.



Additionally, the USMS conducted classroom training for the agency's Contracting Officer Representatives. This training program incorporates hands-on practical exercises and activities that are tailored to the specific USMS contracts that the individuals are assigned to help administer. This successful program integrates training materials, networking, and exercises for the best outcomes. Moreover, the USMS developed and deployed the first face-to-face district warrant holder training at its Procurement Austin Processing Center [APC] in April of 2019, which over 30 agency warrant-holders attended. This program allowed district warrant holders to receive focused training on simplified acquisitions and associated procurement-related topics, incorporating lectures, games, and open discussion opportunities that resulted in a robust training experience for all participants.

**Developing teams for natural disaster preparedness and response.** The Strategic National Stockpile Security Operations [SNSSO] and Health and Human Services/Assistant Secretary for Preparedness and Response identified training and exercise plans for a multi-year comprehensive program. In support of this mission, the USMS implemented an advanced readiness training for direct intervention to an active shooter/threat event and conducted this training for SNSSO site security officers at six sites throughout the country. The SNSSO program established six deployment teams for response activities and developed a standard alert notification and warning order that is now used for all deployments and activations.

### **Strategic Objective: Build an Organizational Culture that Attracts and Retains Top Talent**

**Implementing Excepted Service Hiring Authority.** Over the past year, the USMS worked together to implement the Excepted Service Hiring Authority, which was granted in FY 2018. To achieve this, the USMS organized its 94 districts by region and segmented them into five recruiting "waves" throughout the year. The recruiting initiative included developing recruitment materials (e.g., questionnaires and training materials), identifying and training district recruitment officers, developing customized strategic outreach plans to help improve the diversity of the applicant pool, hosting nationwide informational sessions, conducting interviews, assessing applicants, and ultimately issuing tentative offer letters. This approach was successful, and as of September, the agency hosted more than 130 information sessions across its 94 district offices, reaching nearly 4,000 candidates. The applicant pool currently reflects 17 percent female applicants, which far exceeds traditional recruiting methods and is almost twice the 2017 on-board percentage. Additionally, this effort produced tentative offers to nearly 250 candidates in the recruiting wave that includes the Southwest Border districts, a high-need hiring location.

**Implementing Full-Performance Level-Grade 13.** Parity and advancement of a professional workforce continued to be a highpoint in FY 2019, with the implementation of the full-performance level [FPL] at a grade 13 for Criminal Investigators across the workforce. The FPL-13 initiative not only addresses career growth for increased operational demands within the agency, but also maximizes the flexibility and versatility of the USMS workforce and puts the agency's operational positions on a commensurate grade level with law enforcement peers. This boost in grade provides a key advantage to help attract and retain the agency's law enforcement professionals.

The USMS achieved this FPL-13 effort through the cooperation and dedication of a cross-functional agency team. Team members worked tirelessly to receive approval to implement this change. Within three short months after approval was granted in July 2019, the USMS developed an agency-wide implementation strategy, created a streamlined, automated process to manage the implementation of these efforts, and advertised, filled, and processed the promotion of over 1,600 employees.

Additionally, to reinforce the new workforce structure, more than 300 Supervisory DUSM positions were upgraded, competed for, and filled. With only a short amount of time to implement this change while FY 2019 funds were still available, the agency pulled together to make it happen. This achievement will have an enduring positive impact on the USMS workforce structure and helps position the agency to be more agile and able to carry out its mission.

**Strategic Objective: Identify Opportunities for Automation to Increase the Efficiency of the Workforce**

**Modernizing merit promotion.** The agency continues to offer resources for operational Merit Promotion applicants to help them understand both what is required of them in the promotion process and where they stand in comparison to their peers. For example, in summer 2019, the USMS offered the Merit Promotion Exam, which tests the candidate's knowledge of USMS policies and job-related writing skills. The agency provided candidates with ample resources, to include advanced notice of the exam dates and links to not only the study materials, but also a table showing what percentage of exam questions came from each chapter in the policy manual, to help prioritize study time. Along with the launch of the new GS-1811-14 competency assessment, the merit promotion team provided an entire web landing page of candidate resources, including the definition of the competencies evaluated by the assessment, an explanation of how scoring works and how it is used to generate best-qualified certificates, a briefing package to help candidates understand the assessment process, and a candidate checklist to use when applying for promotion. Additionally, for the first time, the team provided assessment score statistics for both GS-13 and 14 assessment participants, to help them gauge their performance on the competency assessment in relation to their peers.

**Expanding the reach of hardship reassignments.** During FY 2019, the USMS established the Hardship Review Board to allow both administrative and law enforcement employees to request consideration for a hardship reassignment. The agency put these additional human resource flexibilities in place to help retain valuable employees who need to change the geographic location of their duties to remain with the agency. These programs help reinforce the value the USMS places on the contributions of individual employees and the importance of retention.

**Strategic Objective: Strengthen Productivity, Accountability, and Compliance by Refining Management Practices**

The USMS identified a need to centralize the functions of dealing with employee misconduct and performance issues to provide better service to USMS managers and employees. A project team met weekly to oversee the transition. The team developed a project plan and task list to help transition the staff, duties, files, and financial resources to the Human Resource Division. The agency addressed logistical issues, such as space and equipment requirements and systems access. The official transfer of the discipline program occurred on April 15, 2019.

## MISSION: ACCOUNTABILITY AND INTEGRITY

Accountability and integrity of agency programs, personnel, and financial activities are top agency concerns. Through the collective efforts of the Office of Professional Responsibility's (OPR's) Internal Affairs (IA) and the USMS Employee and Labor Relations Branch, the agency investigates allegations of misconduct and integrity violations and provides effective advice and guidance to USMS management and discipline officials on adverse actions resulting from employee misconduct. The OPR Compliance Review ensures compliance with USMS and DOJ policies and procedures.

MISSION PROGRAM DATA

Figure 1 Internal Affairs Caseload

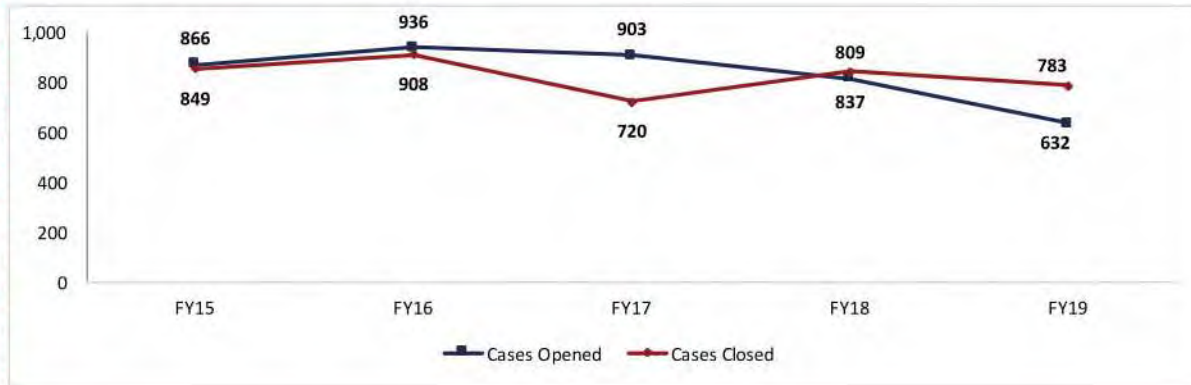
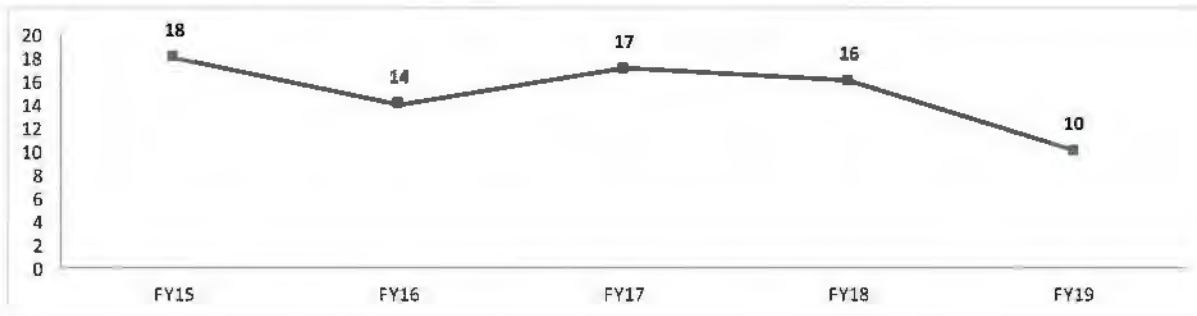


Figure 2 Compliance Review Assessments



Reducing active internal-case backlog to its lowest since 2015. During FY 2019, active cases reduced from 696 at the start of the year to 301 by September 30, 2019. The average caseload per inspector also decreased from an average of 37 to 18.

This dramatic reduction is due in part to enhanced visualization of aging cases by risk level and reviewing, updating, and creating additional standard operating procedures to ensure consistency and quality in all aspects of the mission. Another major contributing factor to the reduction was the implementation of a new triage process, immediately addressing complaints by prioritizing those posing the most risk to the agency while expediting minor matters through the intake process and into the hands of the appropriate district or division management for attention. Additionally, a reorganization contributed to the reduction of the case backlog.

In 2019, the agency grouped inspectors into five functional teams, four of which are based upon geographical location, aligned and clustered with federal judicial circuits. This grouping allows for the natural development of esprit de corps with the inspectors and supporting administrative staff working together, reduces travel costs, and fosters relationship building with district or division managers. By requiring fewer

signatures on the referrals, districts and divisions can quickly address referred misconduct issues rather than waiting weeks to address the issue. The district or division can quickly work most cases that result in a 14-day suspension or less. Furthermore, the DOJ's Office of the Inspector General has verified the type of cases that qualify for district and division referrals to remove uncertainty from case assignments.

**PREVENTING MISCONDUCT**

To get in front of possible misconduct, the USMS developed:

- Integrity Bulletin, an online newsletter
- District training to educate employees and stem misconduct
- District IA overview presentations showing the current trends involving misconduct and current policy
- District Regional Group Presentation
- Live interactive Adobe Connect "Misconduct & Discipline Information" sessions
- Mandatory "Avoiding Misconduct" training on LearnUSMS



## GOAL 2: STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET

The USMS must manage its investigative resources and invest in strategies to achieve the greatest programmatic gain to enhance public protection. The integrated efforts of USMS investigators, analysts, and administrative professionals allow the USMS to execute the investigative missions across fugitive, protective, criminal, financial, prisoner, and internal affairs effectively. External partnerships with other federal, state, local, tribal, and international law enforcement entities further enhance this synergy and are essential to achieving the mission. The agency's goal to strengthen and expand the USMS investigative skill set also includes equipping the USMS workforce with the latest technology, tools, and training.

To achieve the agency's goal of strengthening investigations across the mission set, the USMS developed the following objectives in FY 2019:

- Expand Investigative Capabilities through a Combination of Technology and Strategic Partnerships
- Institutionalize USMS Investigative Culture
- Protect Children and Communities through the Rigorous Investigation and Arrest of Noncompliant Sex Offenders



## MISSION: FUGITIVE APPREHENSION

Fugitive apprehension is a principal USMS mission and has the greatest opportunity to improve public safety by reducing the number of violent offenders in America’s communities. As the federal government’s primary agency for conducting fugitive investigations, the fugitive apprehension mission consists of both domestic and international fugitive investigations, including fugitive extraditions and technical operations such as the Organized Crime Drug Enforcement Task Forces (OCDETF) overseen by the attorney general. The USMS has the authority to enforce the Fugitive Felon Act and may assist state and local agencies with their fugitive missions, even in the absence of interstate or other extra jurisdictional flight. Through interagency fugitive task forces, international operations, information-sharing programs, and close cooperation with other federal, state, local, tribal, and territorial law enforcement agencies, the USMS facilitates the timely apprehension of dangerous fugitives and helps preserve the integrity of the criminal justice system. The USMS serves as the custodian of all federal arrest warrants until execution or dismissal and maintains a federal fugitive caseload of approximately 50,000 each fiscal year. Over the last decade, the USMS has apprehended or cleared more than 375,000 federal fugitives, including 36,165 in FY 2019.

**MISSION PROGRAM DATA**

Figure 3 – USMS Federal and Egregious State and Local Fugitives Apprehended or Cleared

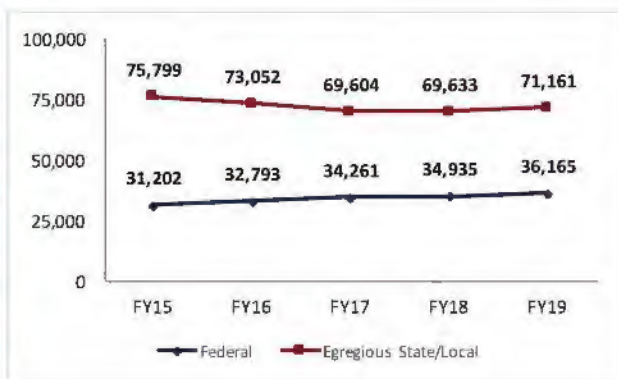
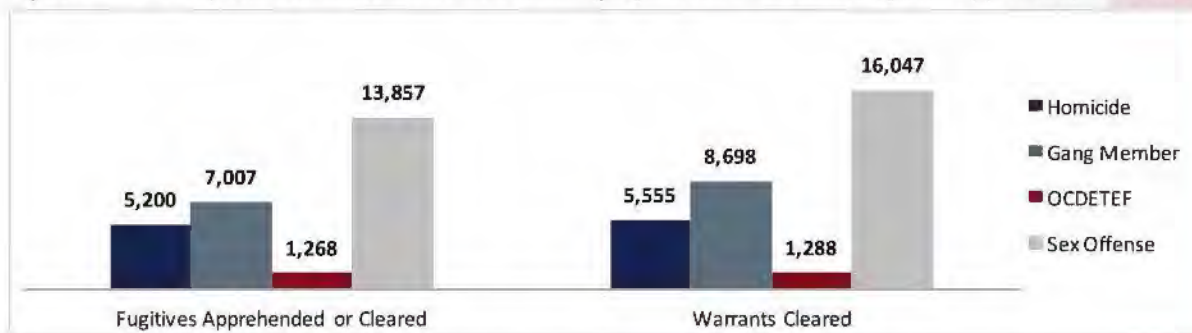


Table 2 – FY 2019 Violent Gang Fugitives Arrested/Cleared, by USMS arrest, by Select Criminal Activity

Criminal Activity	No. of arrests
Homicide	484
Robbery	589
Assault	969
Kidnapping	76
Sex offense	184
Weapons offense	1,448
Narcotics	1,520
<b>Total</b>	<b>5,268</b>

Figure 4 – FY2019 Special Subtotals, USMS Federal and Egregious State and Local Fugitives Apprehended or Cleared



Note: OCDETF stands for Organized Crime Drug Enforcement Task Force

Table 3 – USMS Seizures from Fugitive Investigations, FY 2015 - FY 2019

	Firearms	U.S. Currency (\$)	Vehicles	Narcotics (kg)
FY19	4,165	11,898,819	232	1,937.61
FY18	4,008	10,325,515	185	3,314.00
FY17	3,743	10,054,918	156	1,050.18
FY16	3,563	5,602,294	119	7,802.38
FY15	2,971	18,270,249	133	1,996.93

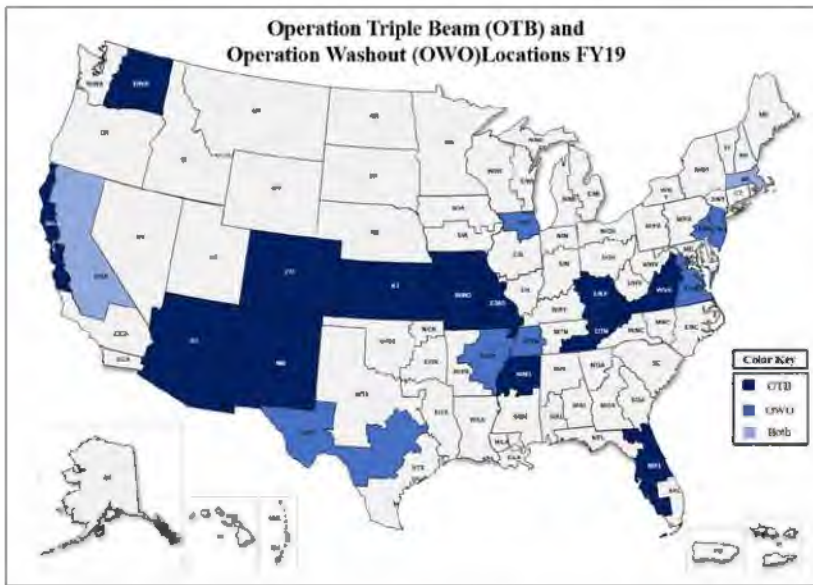
**Strategic Objective: Expand Investigative Capabilities through a Combination of Technology and Strategic Partnerships**

**Utilizing advanced strategic and tactical intelligence functions.** In FY 2019, the USMS procured two fixed-wing aircraft that will increase and strengthen overall investigative operations support. The USMS now has the capability to conduct real-time aerial intelligence, surveillance, and reconnaissance. The utilization of aircraft in investigative missions saved the USMS valuable personnel hours that otherwise would have been spent on ground-based logistics and multi-day travel, thereby vastly enhancing the efficiency of apprehending actively evasive fugitives. The USMS conducted 446 domestic and international aviation missions in FY 2019, which aided in the capture of violent fugitives and drug traffickers, to include multiple 15 Most Wanted cases.

**Increasing investigative capability and efficiency using investigative technology.** In FY 2019, the USMS developed a small-scale pilot program to provide an Unmanned Aircraft Systems (UAS) technology capability to the agency. UAS provides public safety agencies with a cost-effective force multiplier that adds flexibility to mission support, provides real-time situational awareness, enhances officer safety, and yields life-saving benefits. The pilot program included the development of the first USMS UAS Training Course and certification of 19 UAS operators to deploy the USMS UAS in support of fugitive and investigative operations. The agency and DOJ closely monitor the program to assess its ability to provide mission oversight and enhance officer safety and security.



**Investing in Gang Enforcement infrastructure.** The USMS Gang Enforcement mission is to provide communities with immediate relief from violent, gang-related crime through the strategic targeting of fugitive gang members and the organizations that harbor them. The agency's mobile counter-gang models known as OTB and OWO are the primary contributors to achieving this mission. These operations can also serve as an effective enhancement to the OCDETF as a result of evidence seized and intelligence developed concerning larger criminal enterprises during the course of an operation. In FY 2019, in direct support of the DOJ's Project Safe Neighborhoods Initiative and the National Public Safety Partnership, USMS-led gang enforcement initiatives resulted in approximately 4,400 arrests and the seizure of more than 700 illegal firearms.



- Following OTB Salinas, the city saw an 88 percent decrease in homicides and a 60 percent decrease in violence.
- Following OTB Wichita, the city had its first drop in violent crime in over five years, including a 30 percent reduction in homicides, a 29 percent reduction in robberies, and a 40 percent reduction in shootings.

**Increasing capacity to combat violent crime**

**Escape Response Plan:** In FY 2019, the USMS created the Escape Response Plan, a pre-planning tool designed to assist investigators when a prisoner escapes from physical custody. The first 72 hours following a prisoner escape is crucial, requiring skilled

and sustained law enforcement and administrative support. The systematic response plan establishes best practices to streamline pre-planning, administrative, investigative, operational, and post-apprehension responsibilities. The USMS will disseminate a guide and quick-reference checklists to USMS field offices, helping improve response capabilities at the local level.

**Media Partnerships:** Profiling USMS fugitives through media partnerships continues to be successful. The inaugural season of *In Pursuit with John Walsh* aired on the cable television network Investigation Discovery on January 16, 2019. In total, Season 1 highlighted 28 USMS fugitive cases over 12 episodes. Each episode featured four fugitive profiles and two missing children spotlights. The agency established a dedicated call center at the National Center for Missing and Exploited Children (NCMEC) to vet tips received by phone, email, and through the Investigation Discovery website and facilitate the dissemination of tips to appropriate USMS field offices. In FY 2019, the USMS captured four featured fugitives, including a 15 Most Wanted fugitive, as a result of information received at the NCMEC call center after being aired. USMS criminal investigators and analysts continue to actively investigate the hundreds of tips received during live shows and reruns throughout the year.



**International 15 Most Wanted Arrests:** The USMS Mexico Foreign Field Office coordinated the apprehension and removal of two of the agency’s highest-profile 15 Most Wanted fugitives in Mexico. On February 6, 2019, the government of Mexico arrested Luis Frias. Frias was wanted by the Blackwell Police Department in Oklahoma for the August 2013 murder of his ex-wife, a former Blackwell Police Officer, whom he stabbed 41 times in front of her children. The case received national media attention. Mexican Immigration officials deported Frias to the U.S. Upon his return to the U.S., Frias was arrested and placed in the handcuffs his ex-wife carried when she was a police officer.

On August 4, 2019, the Government of Mexico arrested Peter Chadwick. Chadwick was wanted by the Newport Beach Police Department in California for the murder of his wife in 2012. The national television program *48 Hours* featured the case. The case received other significant media attention as well due to his wealthy financial status and claim that a gardener killed his wife. Mexican immigration officials deported Chadwick to the U.S. where he taken into custody.

## MISSION: INTERNATIONAL PARTNERSHIPS AND SUPPORT

The USMS equips operational personnel with critical tactical communication capabilities, including equipment that is interoperable with its partners. The USMS also ensures that procedures, systems, and resources, such as adequately trained personnel, are in place to allow for rapid response to national emergencies, crises involving homeland security, special assignments, and security missions.

**Global Partnerships:** In FY 2019, the USMS entered into several new bilateral and multilateral partnerships around the globe. Working with the United Nations Office on Drugs and Crime, the USMS provided fugitive investigations familiarization to several east African nations. At the request of the Department of State, the USMS and government of Thailand began collaborating on a long-term initiative to enhance the host nation's judicial security and fugitive enforcement operations. Through enhanced program outreach and targeted liaison efforts, the USMS saw increased enforcement cooperation from Argentina, Cambodia, Croatia, Ecuador, Indonesia, Ireland, Kenya, Kosovo, Laos, Qatar, Serbia, Spain, the United Kingdom, and Vietnam. Additionally, the USMS partnered with the European Network of Fugitive Active Search Teams to increase information-sharing and develop best practices for international cooperation.

**Mérida, Mexico Initiative:** In the spirit of international cooperation, the USMS established the Mérida Initiative and successfully met or exceeded all Interagency Agreement requirements, having trained 122 Mexican officials. Training courses for FY 2019 included two Advanced Fugitive Investigation Seminars for the Mexican Advanced Special Operations Unit in Yucatán, Mexico and three Advanced Fugitive Investigation Seminars for the Mexican Advanced Special Operations Unit in Puebla, Mexico. The TD team also completed a USMS training manual on "Fugitive Investigation," which was approved by the Government of Mexico.

**Plan Colombia Initiative:** The USMS training program in Colombia closed in August 2019 as it was determined that, through "train-the-trainer" programs, the USMS had completed its mission there. The USMS accomplished all pending training objectives by providing their last technical assistance to the Colombian government in Prisoner Operations Fundamentals to 25 law enforcement officers from Brazil, Colombia, and Peru. This training was intended to develop a cadre of Colombian instructors who could sustain the training program, further develop a Colombian course curriculum in prisoner operations and detention, and obtain a national certification of the course for future implementation in the country. The instruction provided a basic course on prisoner handling, which included lectures, demonstrations, laboratories, and practical evaluations in report writing, prisoner handling, search and restraint, prisoner movement, warrior mindset, operational planning, tactical medical response, defensive tactics, arrest techniques, use of force, simulated and actual firearms instruction, transport tactics and techniques, and mock prisoner handling practical exercises.

## MISSION: PROTECTING AMERICA'S CHILDREN AND COMMUNITIES

The USMS is designated as the lead agency to investigate violations of the Adam Walsh Child Protection and Safety Act and given the mandate to assist state, local, tribal, and territorial jurisdictions in locating and apprehending noncompliant sex offenders. As such, the USMS has taken an aggressive approach toward protecting communities from violent sex offenders and child predators by partnering with other federal, state, local, tribal, and territorial law enforcement authorities involved in the regulatory process of registration.

In FY 2019, the USMS led 408 sex offender operations in conjunction with federal, state, local, tribal, and territorial law enforcement partners, a 6.5 percent increase over FY 2018. During these operations, the USMS assisted law enforcement partners with 63,386 compliance checks, or approximately 6.9 percent of the entire public sex offender registry, which stands at approximately 917,771 registrants [source: NCMEC, December 4, 2018]. The number of compliance checks is up 17 percent over FY 2018.

MISSION PROGRAM DATA

Figure 5 – Non-Compliant Sex Offender Investigations

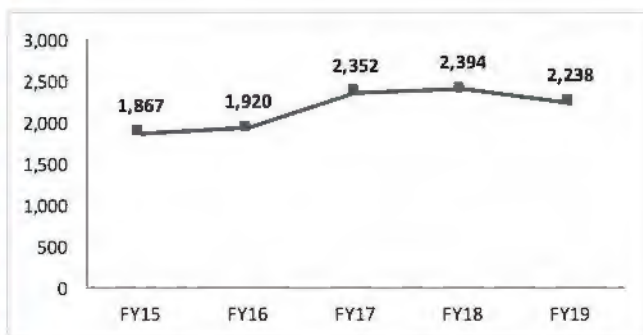


Figure 6 – Adam Walsh Child Protection and Safety Act activities [FY 2006-2019]



### Strategic Objective: Protect Children and Communities through the Rigorous Investigation and Arrest of Noncompliant Sex Offenders

The execution of new, expanded, and existing federal mandates remains a challenge for the federal government. The USMS will continue to be resourceful in its implementation of new and expanded authorities related to sex offenders, including identifying personnel and funding requirements, executing authorities with limited resources, developing the mechanisms whereby USMS investigations can implement the authority, and effectively communicating the mission. The USMS is dedicated to continuous process improvement to ensure efficient, effective execution.

**Implementing USMS responsibilities under the International Megan’s Law.** In FY 2019, the USMS received, processed, and directed more than 2,000 international travel notifications received from state and jurisdictional sex offender registries to International Criminal Police Organization (INTERPOL), roughly the same amount as FY 2018. Additionally, the USMS vetted the current sex offender registration status of more than 3,400 sex offenders who traveled internationally, approximately 26 percent more than FY 2018. As a direct result of this vetting process, the USMS opened more than 170 investigations for federal sex offender registration violations, traveling internationally without providing notification. In September 2019, members of the USMS attended the first-ever International Committee of Sex Offender Registries meeting in Ottawa, Canada, to combat sexual victimization of minors on a global level. Attendees came from Australia, Canada, New Zealand, Sweden, the United Kingdom, and the U.S.

**Increasing USMS investigations, outreach, and initiatives related to missing, endangered, or abducted children.** In FY 2019, the USMS recovered 275 critically missing children, a 38 percent average annual increase since 2015. The USMS recovered nine children internationally. The USMS hosted three specialized training courses specific to the investigation and recovery of critically missing children, as well as led six missing child operations working

collaboratively with its federal, state, and local partners. As a direct result of these relentless efforts, in September 2019, the USMS recovered its 1,500th Critically Missing Child since 2005 when the agency began recording this metric.

**International Cold Case Missing Child Recovery:** The USMS located and arrested Canadian citizen Allan Mann, Jr. based on an international abduction warrant from Canada. On August 22, 2019, Mann pleaded guilty in the District of Connecticut Federal Court to a false statement offense related to his living in the U.S. under an assumed name for approximately 30 years. As alleged in court documents, Mann abducted his 21-month-old son on June 24, 1987, during a court-ordered visit in Toronto, Canada. After entering the U.S., Mann changed his name, his son's name, acquired counterfeit birth certificates, and eventually applied for and received various government assistance. Mann accepted a plea agreement to plead guilty to one count of making a false statement and pay restitution of \$18,512.05 to the Medicaid program and \$34,744 to HUD. Authorities issued an immigration detainer, and Mann faces removal proceedings at the conclusion of his sentence. Canadian authorities have advised the U.S. Government that Canada will seek to extradite Mann based on his outstanding warrant for abduction.

**U.S. Virgin Islands:** The USMS strengthened the partnerships between federal and local law enforcement agencies in the U.S. Virgin Islands (USVI). In July 2019, the USMS conducted Operation Loophole, a sex offender compliance operation that had the multifaceted focus of training, enforcing, and reassessing federal and local law enforcement agencies involved with the registration, reporting, and enforcement of sex offender registration in USVI. The USMS briefed U.S. Customs and Border Protection officers on the applicable laws to assist with sex offender compliance. The initiative was well-received and solidified the relationship between the USMS and territorial law enforcement, resulting in a unified approach to holding noncompliant sex offenders accountable in USVI. Approximately 40 registered sex offenders are being assessed for potential violations as a result of this USMS-led operation.

**Guam:** In August 2019, the USMS partnered with authorities in the District of Guam to conduct Operation Deviant Guard. Investigators spent one week in Guam and one week in Saipan to conduct compliance checks of registered sex offenders and enforce warrants. Participants included the Judiciary of Guam Marshals, Guam Probation Office, U.S. Immigration and Customs Enforcement, and probation officers from the Northern Marianas Islands who traveled to Saipan to participate in the operation. The operation verified the residences of 159 registered sex offenders, 12 of whom were found to be noncompliant. The operation also resulted in the arrest of 18 individuals for various felony offenses, including one federal failure to register violation.

## 1,500<sup>TH</sup> MISSING CHILD RECOVERY

In September 2019, the USMS recovered its 1500<sup>th</sup> missing child. The Johnston County Sherriff's Office requested assistance from the USMS to lead an effort to locate a 15-year-old girl who was last seen on August 30, 2019, in Johnston County, North Carolina. The girl was believed to be in the company of an adult male and at risk of violent crime. Less than 24 hours after the request for assistance, USMS investigators located and recovered the missing child without incident. Based on information developed during the investigation and after recovery, USMS investigators believe the child could have been a child sex trafficking victim had she not been rescued. USMS investigators provided this information to local law enforcement for further investigation of other potential offenses related to the investigation and recovery. With emphasis on continual process improvement, the agency grows more efficient; it took less time to recover the last 1000 children than it did the first 500.



## **GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION**

The USMS is responsible for providing a safe and secure business environment in support of the rule of law. To accomplish this, the agency must be continuously engaged in risk, threat, and vulnerability assessments. These efforts will result in tailored, intelligence-driven protection that identifies and mitigates threats and vulnerabilities before enemies to the judicial process can exploit them. The agency will characterize success in this goal by a consistent and principled approach to addressing security matters and the effective prioritization of resources according to risk. This prioritization will occur across protective operations and security programs, with demonstrable impacts in vulnerability mitigation and threat prevention and deterrence that minimize the occurrence of incidents that could result in disruption to the judicial process or loss of life. This goal looks specifically at best practices, innovation, intelligence, and increased collaboration within and outside of the USMS to improve how it keeps people and places safe every day.

To achieve the agency's goal to safeguard against security threats and ensure safety through innovation, the USMS developed the following objectives:

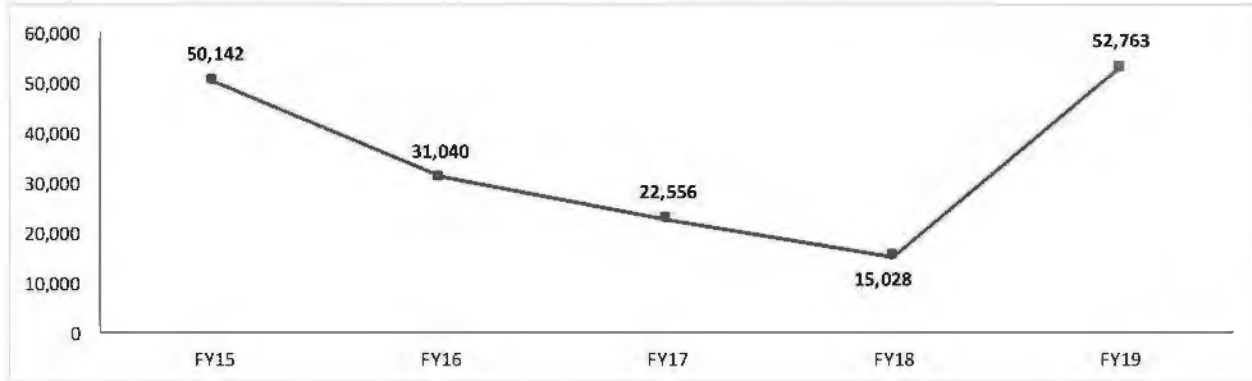
- Mitigate Officer Safety Risk across all Mission Areas
- Identify, Deter, and Prevent Harm to Protected Persons through Forward-Looking, Risk-Based Approaches to Protection and Intelligence
- Promote Intelligence Sharing and Collaboration
- Strengthen the Agency's Ability to Protect Sensitive and Vital Information, Technology, and Infrastructure against Threats
- Deliver Secure, Modern, and Efficient Prisoner Detention and Transportation Operations

**MISSION: LAW ENFORCEMENT PERSONNEL SAFETY**

USMS protective, investigative, and detention missions place operational personnel, along with various law enforcement partners, in situations with a potential for violence. Ensuring the safety of law enforcement personnel and America’s communities is paramount to the agency.

**MISSION PROGRAM DATA**

Figure 7 – Special Operational Hours Dedicated to High-Threat and Emergency Situations



In FY 2019, the Special Operations Group supported the districts with operations for the high-threat trial of Joaquín Archivaldo Guzmán Loera (El Chapo), which accounted for the 251 percent increase in hours.

Table 4 – USMS Officer Safety Training Statistics

USMS Courses	USM	Non-USMS	Total Trained
High-risk fugitive apprehension (HRFA)	59	64	123
HRFA Human Performance	59	0	59
Firearms Instructor Training Program	16	0	16
Less-than-Lethal Instructor Training Program	24	0	24
Tactical Training Officer	15	11	26
Division/ District Training	484	582	1,066
<b>Total</b>	<b>657</b>	<b>657</b>	<b>1,314</b>

**Strategic Objective: Mitigate Officer Safety Risk across all Mission Areas**

**Expanding the Law Enforcement Safety Training Program.** During FY 2019, 50 districts and divisions received funding and equipment above regularly scheduled officer safety classes. Instructors conducted active shooter training at USMS Headquarters for operational employees, which provided training for Civilian Response to Active Shooter Events. Instructors conducted a Tactical Training Officer course for 11 members of the National Anti-Corruption Bureau of Ukraine and provided two weeks of events for the Dominican Republic Foreign Field Office. Districts and divisions can now schedule their annual training events and maximize the allocation of instructional resources for agency-wide officer safety training.

**Updating Law Enforcement Safety Tools.** In FY 2019, the USMS began the transition to the Glock 9mm pistol, with approximately 1,300 Glock 17Ms and 19Ms purchased. The USMS also completed agency-wide purchases of the Taser X26P, making it available to every operational employee. Additionally, the agency modernized the Individual First Aid Kit to appropriately house standard contents and provide optional carrying methods depending on mission parameters.



## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

**Establishing officer safety training positions.** To increase officer safety and mitigate risk, the USMS placed Officer Safety/Training (OST) positions in each of its eight Regional Fugitive Task Forces (RFTFs) in FY 2019. OST Senior Inspectors are dedicated to developing and overseeing their RFTF's training program to mitigate risk and prepare task force members for their extremely dangerous mission of apprehending violent fugitives. This includes identifying state-of-the-art training techniques and tactical and safety equipment. The OST positions will take advantage of the agency's tactical training centers located in Atlanta, Birmingham, Chicago, and Los Angeles. Having dedicated training staff at the multi-district RFTFs will not only enhance officer safety, but also enable federal, state, and local task force members to participate in training programs that will further improve their skills as fugitive investigators.



### SAVING A LIFE

A Task Force Officer (TFO) attached to Western District of Tennessee who had previously completed the USMS Deputy Trauma Course performed lifesaving medical interventions to a fellow Law Enforcement Officer (LEO) who sustained six gunshot wounds. The TFO applied a tourniquet to the arm of the LEO, who was bleeding profusely. The TFO then transported the injured LEO to the emergency department, thus saving the LEO's life.

## MISSION: JUDICIAL PROTECTION AND COURTHOUSE SECURITY

Since the USMS's establishment in 1789, a primary function of the agency is the protection and security of the federal judicial process. The judicial protection and courthouse security mission comprises protective service operations, the collection and analysis of information to develop actionable intelligence, and the management of personnel and infrastructure protecting federal judicial facilities. The USMS carries out protective responsibilities for approximately 2,700 federal judges and approximately 30,300 federal prosecutors and court officials, along with members of the public who visit and work in federal courthouses. As the physical security provider to more than 800 federal facilities, the USMS develops, manages, and implements security systems and screening equipment to protect each courthouse.

**MISSION PROGRAM DATA**

Figure 8 Inappropriate Communications/Threats to Protected Person

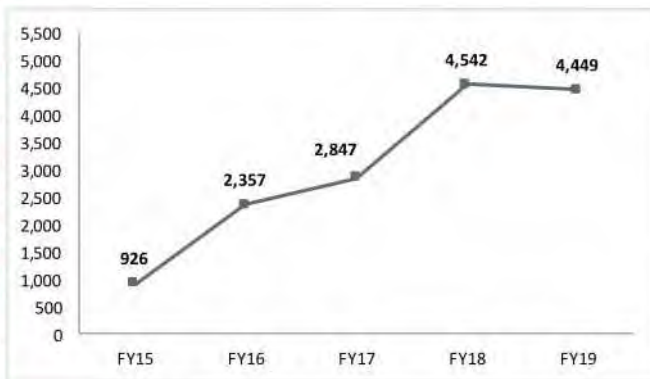
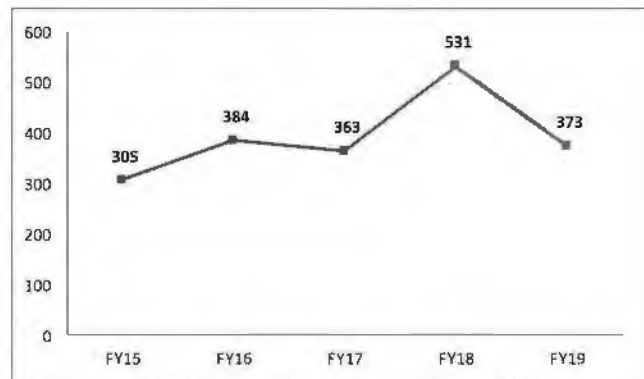


Figure 9 Threats Investigated



The increase depicted in Figure 1 represents the improved effectiveness in data collection and reporting of potential threats. While all threats directed toward USMS protected personnel are investigated, Figure 2 depicts only those that rose to the level of a predicated protective investigation, the most significant form of protective investigations.

### Strategic Objective: Identify, Deter, and Prevent Harm to Protected Persons through Forward-Looking, Risk-Based Approaches to Protection and Intelligence

**Rolling out a new judicial services data capture and reporting tool.** The USMS developed the Performance, Resource, and Oversight Tool Using Enhanced Collection Technology (PROTECT) module within its Capture application to provide better oversight of the security and related resource needs for all federal courthouse facilities. The PROTECT Facility Security Review feature quantifies exactly how secure each federal courthouse facility is by computing a numeric Facility Security Profile score. To accomplish this, the agency developed an enterprise-wide assessment and measurement standard that all districts now follow, which is based on the USMS Publication 64, Requirements and Specifications for Special Purpose and Support Space Manual (Pub. 64). This new functionality allows the agency to take a standardized approach to assess more than 45,000 facility security requests received annually. In FY 2019, this automation saved USMS staff over 33,000 hours per year by automatically generating a Facility Security Profile score for all courthouses using a standard algorithm.

Another feature of PROTECT is the ability to electronically submit all Security Resource Requests (SRRs). This new functionality allows the agency to have total visibility into all annual requests and make fact-based decisions for funding the highest priority locations to address the most critical deficiencies. This automation now saves USMS staff over 22,000 hours per year. More specifically, this new automated process creates extensive timesaving across the agency by auto-generating SRRs driven by an embedded Pub. 64-based questionnaire for every federal courthouse facility in the nation. The PROTECT application uses a prioritization and weighted algorithm to determine how best to allocate resources and recommends a priority sequence that USMS headquarters could use to ensure

## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

the greatest needs are prioritized. These features greatly reduce manual input. The application also provides leadership the ability to view an SRR dashboard in a clean, consistent manner, standardized for all districts across the country.

Additionally, the PROTECT module allows the USMS to create, manage, and track service ticket input and progress for malfunctioning equipment for all federal courthouse facilities. The PROTECT Malfunctioning Equipment Service Request (MESR) process within the Security Management Module gives districts the ability to run reports on malfunctioning equipment and determine which vendors are complying with contractually negotiated repair timeframes. This automation allows a MESR entry to be completed in less than one minute.

**Leveraging real-time geo-spatial data—on the go.** During FY 2019, protective detail teams successfully leveraged a mobile solution that displays real-time geospatial data on a feature-rich map that provides emergency notifications and allows rapid information and multimedia sharing amongst team members. While on domestic and international missions, members were able to access accurate locations and identify a point of interest, such as hospitals, safe sites, and various other locations for the motorcades to utilize. This feature proved especially useful for areas that were unfamiliar to detail members. The tool also allows management to view real-time location information for detail members and protected persons at all times. Technological advances such as this greatly improves the situational awareness of USMS officers and allows them to plan and focus on the mission at hand.

**Expanding the agency's protective reach.** Identifying an opportunity for innovation, USMS personnel established mission-critical and life-saving relationships within the DOJ related to the USMS's responsibilities with the Freedom of Access to Clinic Entrances Act. Initially, the agency's only involvement was to coordinate intelligence between the DOJ's Civil Rights Division (CRD) and the affected district concerning the release of certain inmates; however, there was a need for increased involvement in Reproductive Health Program (RHP) related investigations. A new plan was cultivated to filter RHP-related threats from the National Abortion Federation or ProChoice to DOJ, who then forwarded the threat to the Federal Bureau of Investigations (FBI) and the USMS. This process improvement led to increased mission effectiveness and response time across the nation in districts affected by RHP threats. After facilitating the new reporting procedure, the USMS gained visibility into cases it otherwise would not have received, communication and coordination between offices increased significantly, and multiple RHP-related threats and assessments were processed.

On February 25, 2019, a Deputy U.S. Marshal received threat report from the DOJ-CRD, utilizing the new reporting procedure. DOJ-CRD reported a tweet threatening to "blow up an abortion clinic." On Twitter, the subject claimed to be a gun activist and had multiple images and videos of firearms displayed on the Twitter profile, along with other hostile and threatening comments. The USMS, the FBI, and the Waxahachie Police Department executed a search warrant, seizing approximately 26 firearms from the subject's residence. The Ellis County District Attorney's Office charged the subject with making terroristic threats, which made national news.

On March 5, 2019, a Deputy U.S. Marshal received a threat report from DOJ-CRD utilizing the new reporting procedure. The deputy coordinated the initiation of a threat investigation with the USMS District of Columbia District Court on an unknown sender who posted, "Make sure you tell them about how I plan to shoot up a Planned Parenthood facility in Washington, D.C., on August 19th at 3 pm." Coordination efforts led to the successful prosecution of the individual for unlawfully, knowingly, and intentionally transmitting a communication containing a threat to injure.

### WHAT IS CAPTURE?

Capture is a case management system that combines multiple legacy systems into one powerful, secure, mobile-friendly platform that enables seamless information-sharing, whenever and wherever needed, across the USMS and with external law enforcement partners.

Multiple missions → One system

## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

---

### Strategic Objective: Promote Intelligence Sharing and Collaboration

**Optimizing the USMS Strategic Enterprise.** As a cross-functional organization, the USMS relies on the structured coordination and integration of its operational activities to complete its mission objectives effectively and efficiently. One of the principal challenges in meeting this mission is the ability to accurately identify, assess, and respond to security threats, vulnerabilities, and risks. To optimize the agency's capability of providing for the security of federal court facilities and the safety of judges and other court personnel, a USMS team designed and piloted a framework that eliminates insular security management protocols.

The team implemented an overarching security management system capable of reciprocal operation with other facility security systems, devices, and infrastructure on an enterprise level with the Enterprise Physical Access Controls Systems (EPACS) initiative. The EPACS combines efficient security management processes with user-friendly interfaces and the reporting tools to not only advance USMS security awareness but also serve as a tool to help USMS staff do their jobs more effectively, maintaining the USMS as the premier physical and technical security services provider in the DOJ.

Through a pilot project in Martinsburg, West Virginia, the USMS began rolling out a software-driven, integrated platform that will support the remote monitoring of security systems at all USMS facilities. The platform uses common computer equipment and interfaces to integrate physical access control systems, video management systems, intrusion detection systems, and other security devices.



**MISSION: WITNESS PROTECTION**

The Witness Security Program (WSP) enables the U.S. government to pursue and prosecute criminals ranging from a single actor to organized crime, gangs, or terrorist groups. In 1971, the USMS was tasked with the protection of witnesses whose lives are threatened as a result of their testimony based on the 1970 Organized Crime and Control Act. Witness protection is provided in different phases and on many fronts to ensure the safety of witnesses and their families before, during, and after trial proceedings. The program is assessed continuously to provide timely services and to identify areas for improvement.

**MISSION PROGRAM DATA**

Figure 10 – Total Number of Witness Security Program Participants

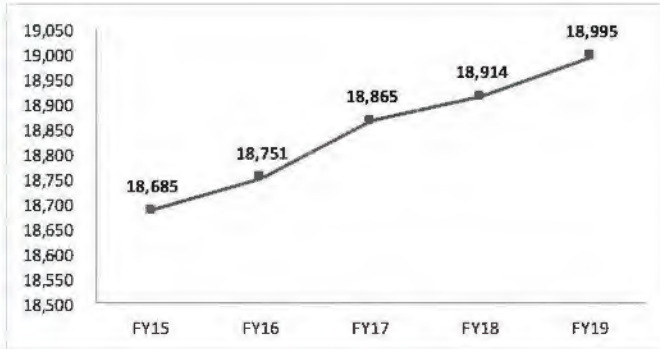
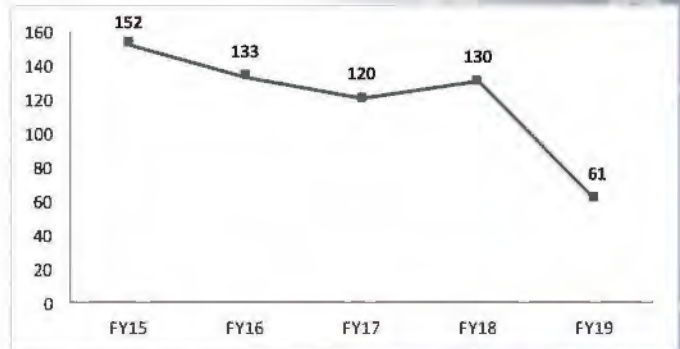


Figure 11 – Identify and Mitigate Security Breaches



**Working together, with the same definition of success.** Witness security involves many parties, internally and externally, that work collaboratively for the protection and safety of witnesses. Each stakeholder in the process has a different perspective regarding how success can be achieved in the WSP. These stakeholders and organizations are diverse and intimately involved in the success of the Program. Their input is vital.

The USMS solicited input from all stakeholders through listening tours, leading constructive meetings with attendees with different backgrounds and perspectives, and administering over 700 surveys, both internally and externally. This approach allowed the USMS to benchmark the quality of the current support of the mission and identify opportunities to improve the division’s capabilities and services.

The USMS invited its stakeholders to participate in a series of panel discussions to discuss the value and expectations of the WSP. During these panels, stakeholders shared their perspectives, backgrounds, and priorities for the Program as they relate to Program success. This input is aligned with the defined Program mission’s success priorities and serves as a guiding principle as the Program continues developing and implementing analytical products. Dialogue about consideration of various Program service enhancements for clients, as well as sustaining productive interactions with all stakeholders, also came from these meetings. The USMS uses feedback from these facilitated sessions, surveys, and training courses to refine its definition and the metrics of WSP success and to communicate its mission both internally and externally. All stakeholders agreed that ensuring the safety and security of clients and WSP personnel is a top priority.

**Strengthening Partnerships to Ensure a Successful Transition:** The USMS identified an opportunity to build a stronger collaborative relationship with its WSP partners and stakeholder agencies. Specifically, the division identified the need to educate and train a group of colleagues for their benefit, as well as that of the WSP. A two-day training course provided insight into operational security and delved into specific concerns related to the WSP for all partners.

### GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

#### Strategic Objective: Strengthen the Agency's Ability to Protect Sensitive and Vital Information, Technology, and Infrastructure against Threats

**Identifying and mitigating IT risk.** Receiving the Authority to Operate (ATO) certificate is one way to accomplish this important task. This project spanned several fiscal years and led to achieving the ATO in early 2019. An onsite assessment was conducted to validate the full compliance of security and operational integrity through the review of security controls. Using a risk-based decision matrix, comprehensive evaluations of the division's IT systems were performed. This included mitigating any risks identified by addressing software and hardware security safeguards; considering procedural, physical, and personnel security measures; and establishing the architecture, configuration, and implementation that meets the USMS WSP's specified security requirements throughout the division's IT system lifecycle. The issuance of the ATO not only mitigates risk but also complies with the federal laws, mandates, and agency policy.

**IT Modernization Plan:** Improvements to the IT budgeting process were implemented to document, manage, and trace IT procurements to the approved IT budget. This new approach provided USMS WSP leadership with greater budgetary transparency to help make informed and data-driven decisions, which will help reduce many years of accumulated technical debt. This approach is a forward-looking and proactive methodology for annual budget planning and forecasting.

#### SIGNIFICANT IMPROVEMENTS IN MODERNIZATION

This USMS WSP IT project team mitigated risk by applying security controls to include technical, administrative, and physical controls to secure the division's IT system. These mitigation and safeguarding efforts led to reduced risk, quantified in the results of DOJ penetration testing as an improvement of 97 percent from FY 2018.



**MISSION: PRISONER TRANSPORT**

The USMS transports prisoners to support the federal judiciary and the BOP. The agency also provides prisoner transportation to state and local law enforcement agencies and other federal agencies, including the military, on a space-available basis. The Justice Prisoner and Alien Transportation System (JPATS) manages the coordination, scheduling, and secure handling of prisoners in federal custody, transporting them to detention facilities, courts, and correctional institutions across the 94 judicial districts through a network of aircraft, cars, vans, and buses. In FY 2019, JPATS received 107,315 movement requests and conducted 257,354 movements, 103,563 by air. The USMS Director recognized JPATS personnel for outstanding performance in FY 2019.

**MISSION PROGRAM DATA**

Figure 12 – Requests to transport prisoners by air or ground

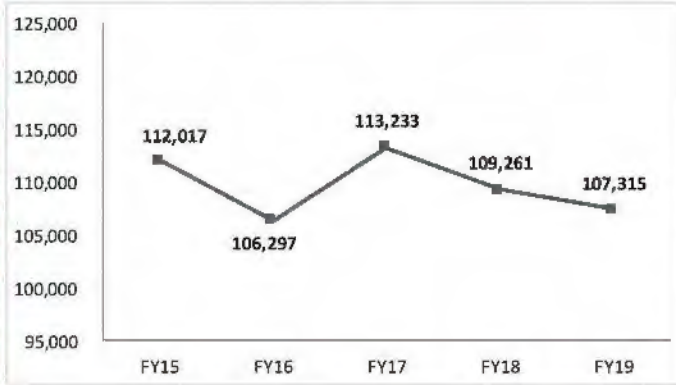


Figure 13 – Transportation Unit Costs (in dollars)



**Strategic Objective: Deliver Secure, Modern, and Efficient Prisoner Detention and Transportation Operations**

**Identifying and executing a replacement solution for the Saab 2000.** JPATS retired its Saab 2000 TurboJet and replaced it with a next-generation Boeing 737-700 aircraft capable of transporting more prisoners, faster, farther, and more efficiently. Prompted by evolving partner mission requirements, JPATS successfully acquired the DOJ's approval and competed for a national lease-to-own solicitation that ultimately identified a vendor capable of providing an aircraft solution. The aircraft began service in late June 2019 and has successfully performed over 50 missions to date.





**Managing operations revolving around the deactivation of Adams County Corrections.** In late May 2019, the BOP requested 1,873 inmates be relocated from Natchez, Mississippi, to 30 institutions across the U.S. when it deactivated Adams County Corrections Facility. JPATS coordinated 1,472 movements by air and 401 by ground, working them into the regularly scheduled flight routes and ground trips. Sequencing these movements into the regular flow of USMS and BOP inmates minimized prisoner backlog and served to keep the national prisoner flow moving, containing detention costs.

**Contracting services to free up resources.** The USMS collaborated with the General Services Administration (GSA) to award a Blanket Purchase Agreement (BPA) for prisoner guarding and transportation. Although only 38 districts are currently using this guard and transportation service, the BPA is set up to accommodate all 94 districts. Contracting these services allows deputies to focus on critical public safety missions. The USMS trained Contracting Officer Representatives to oversee and inspect vendor performance in accordance with the Performance Work Statement and Quality Assurance Surveillance Plan. Using this BPA, the USMS will realize significant cost-savings by decreasing the staffing level needed to award and administer separate guard contracts for every district acquiring contract guard services. Moreover, consolidating district prisoner transportation and detention services under a GSA BPA will streamline the administrative responsibilities associated with acquisition planning, project management support, funding, task order issuance, invoicing, and reconciliation.

**LEADING BY EXAMPLE IN THE JUSTICE INDUSTRY**

The USMS received the nationally recognized "Business Impact Award" from Pega Systems, highlighting the organization for its exceptional work in Prisoner Management, Investigations, and Security Management.



JPATS conducted around-the-clock operations to evacuate 1,242 inmates from FCI Marianna due to damage from Hurricane Michael.

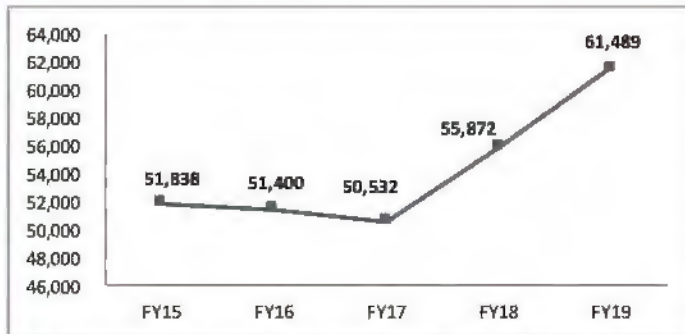


## MISSION: PRISONER OPERATIONS, DETENTION, AND CARE

The Prisoner Operations mission is a complex and multilayered function, both in scope and execution. The USMS is responsible for preserving the integrity of the federal judicial process by overseeing all detention management matters for individuals remanded to U.S. Marshals custody. The USMS ensures the secure care and custody of these individuals through several processes to include providing sustenance, lodging, transportation, and evaluating conditions of confinement, providing medical care deemed necessary, and protecting civil rights through the judicial process. In FY 2019, the detention population increased by 10.5 percent from FY 2018. The continued increase in the detention population is attributable to the general increase in prisoners received that began in May of 2017 following the rescission of the Smart-on-Crime initiative and an increase in average time in detention.

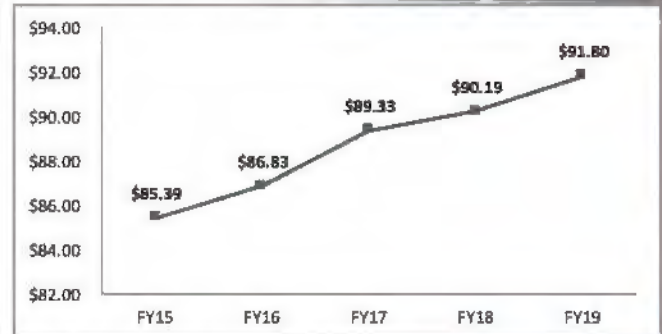
MISSION PROGRAM DATA

Figure 14 – Average Daily Prisoner Population (ADP)



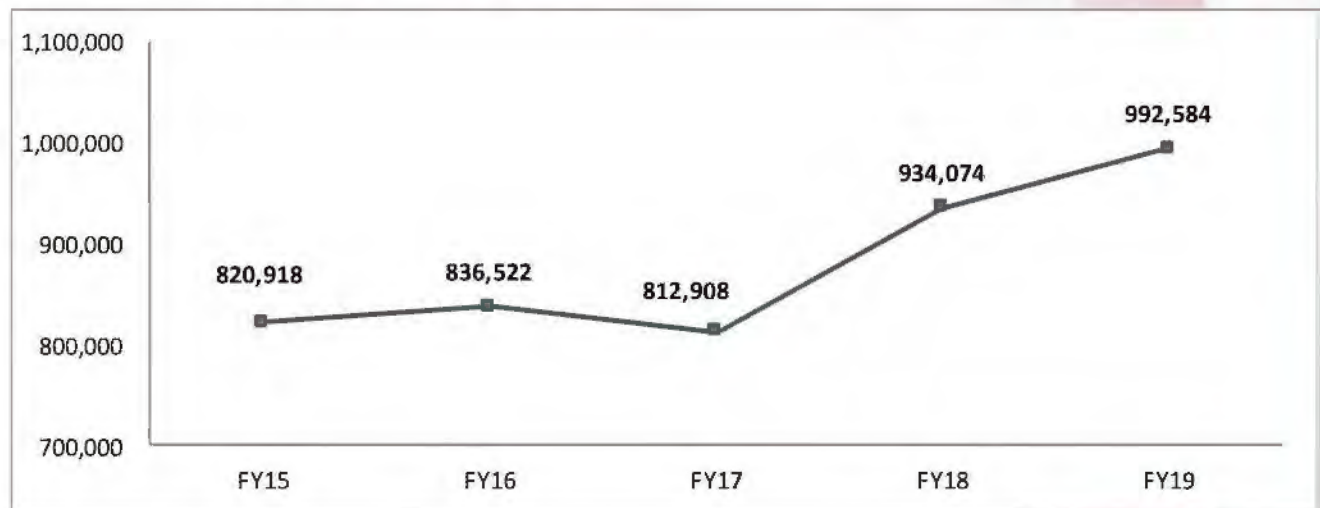
To house the USMS population in FY 2019, the USMS maintained a balanced approach to detention by housing 15.6 percent of prisoners in BOP detention facilities with beds specifically allocated for USMS use, 17 percent of prisoners in private facilities under direct contract with the USMS, and 67.4 percent of prisoners in Intergovernmental (IGA) facilities. The five-year ADP upward trend continued in FY 2019 as the ADP increased by 10 percent from FY 2018.

Figure 15 – Per-Day Detention Costs (in dollars)



For all facility types, the per-day per-capita detention cost was \$91.80 or 0.9 percent above the projected level of \$90.98 and 1.8 percent above FY 2018 costs. Aside from jail costs, the rate also includes detention services (in district transportation and medical), which increased by only 0.46 percent. Despite the 10 percent increase in ADP, the increased population levels resulted in greater economies of scale and, therefore, only a marginal increase in per day detention costs.

Figure 16 – Prisoners Produced for Required Events



In FY 2019, prisoner productions were 4.7 percent above the projected level and 6.26 percent above FY 2018 productions. The increase in prisoner productions was attributable in part to the increase in the number of prisoners received as well as the increase in the overall detention population.

**GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION**

**MISSION PROGRAM DATA**

Table 5: Average Per Day Jail Rate Paid by Facility

Performance Measure	FY 2018 (\$)	FY 2019 (\$)
Total	84.51	85.23
IGA Total	74.53	77.13
State and Local	75.58	78.32
Private, Indirect	71.10	73.74
Private, Direct	120.82	117.18

The USMS held the per day, per capita jail cost to 0.9 percent above the projected level for all facility types and 0.8 percent above the FY 2018 cost. The rate paid at private facilities was 3 percent below the projected rate while the rate paid at IGA facilities was 4.2 percent higher than projected.

Table 6: Time in Detention, Prisoners Serving Imposed Sentences in USMS Custody Performance Measure

Performance Measure	FY 2018	FY 2019
Prisoners with Short-term Sentences Released by USMS	44,442	48,393
<b>Days-in-Detention, Post Sentencing</b>		
30 days or less	33,903	35,691
31 to 60 days	5,625	6,419
61 to 90 days	4,028	5,078
91 days or more	886	1,205
<b>Average Detention Time (Days)</b>		
Pre-Sentence	9	10.9
Post-Sentence	22.6	24.6

An estimated \$109M was expended to house prisoners post-sentencing. The USMS managed government resources efficiently by releasing 48,393 prisoners from USMS custody following short-term sentences (STS). STS prisoners accounted for about 1 percent of the total USMS detention population. In FY 2019, this population increased by 8.2 percent, with a corresponding 10 percent increase in the cost of housing short-term prisoners. Similar to FY 2018, 88 percent of the prisoners released following short sentence expiration were arrested for immigration offenses.

Table 7: Prisoners Received: By Offense

Performance Measure	FY 2018	FY 2019
Immigration	113,646	118,308
Weapons	11,995	13,035
Drugs	25,467	26,862
Other	87,789	90,698
<b>Total</b>	<b>238,897</b>	<b>248,903</b>

During FY 2019, the number of prisoners received by the USMS was 248,903 or 4.2 percent more than FY 2018. The number of prisoners received for immigration offenses increased by 4.1 percent, weapons offenses increased by 8.7 percent, and drug offenses increased by 5.5 percent.

### GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

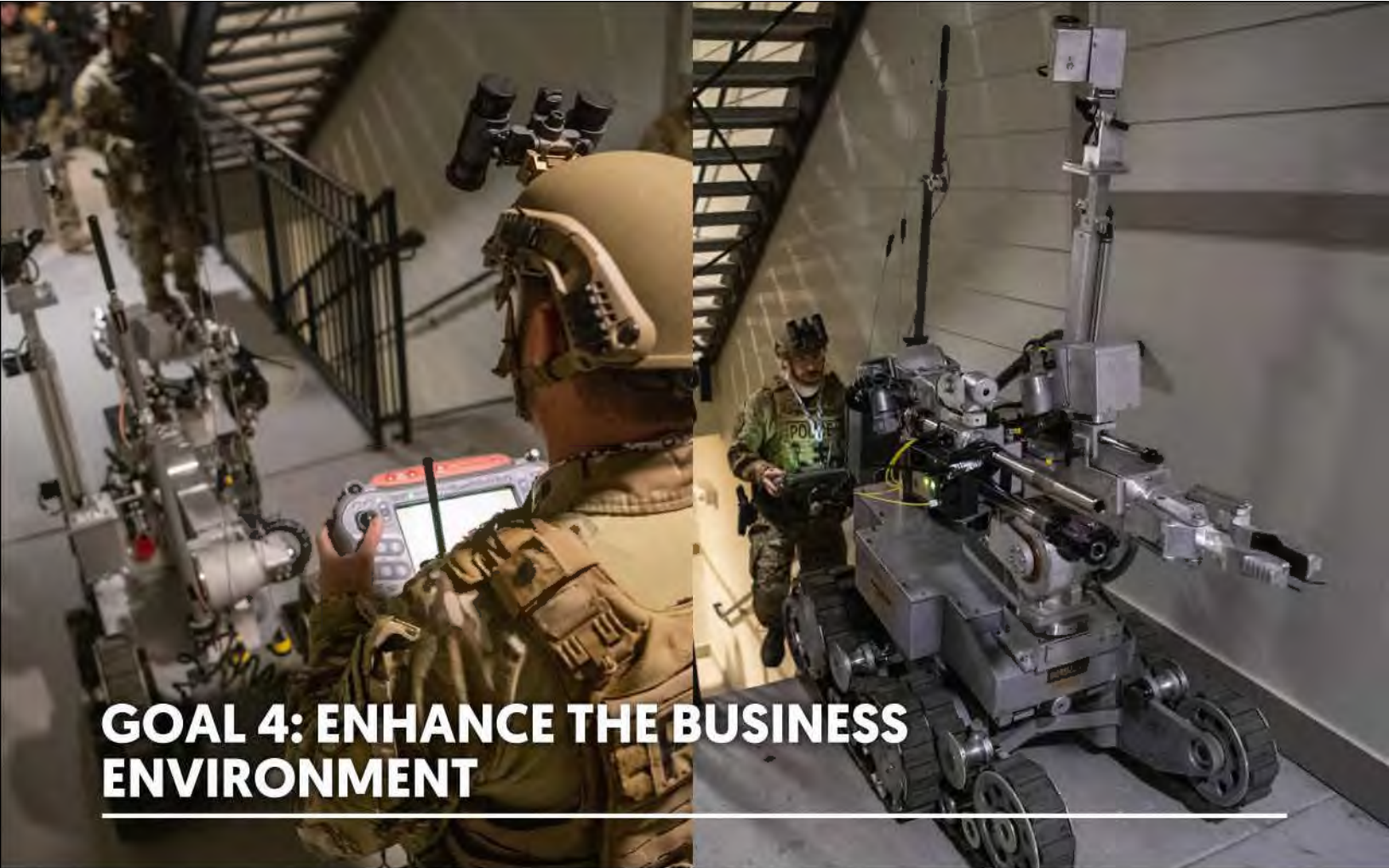
**Upgrading prisoner enrollment stations.** In FY 2019, the USMS continued with the acquisition process to replace the outdated equipment and obsolete technology of the existing Justice Automated Booking Stations with a new reduced footprint Prisoner Enrollment Verification System. The enhanced prisoner enrollment system will allow for the collection and storage of prisoner biographical data and high quality multiple biometric modalities (face, iris, finger, scars, marks, and tattoos) in a single, secure platform. The acquisition will also include a limited set of portable enrollment systems the USMS will use for Continuity of Operations situations, temporary replacement of malfunctioning equipment, and surge support. The districts will use this collection of biographical and biometric data to manage and securely monitor prisoners in detention facilities and reduce redundant data collection on a prisoner processed by multiple agencies or DOJ components.

**Implementing new prisoner care standards.** In December 2018, President Trump signed into law the FIRST STEP Act of 2018. The two areas of the law that impact the USMS are restrictions on the use of restraints on pregnant prisoners and the use of solitary confinement for juvenile prisoners. In 2019, the USMS Prisoner Operations Division (POD) implemented a new reporting requirement during the intake process to inform pregnant prisoners of the FIRST STEP Act restraint prohibition and the exceptions to the Act. Prisoners are now required to sign a form acknowledging they have received notification of the FIRST STEP Act restraint prohibitions. POD also updated the Pregnant Prisoner Restraints reporting platform to include adaptive guidance to users on the justification of restraint application and to ensure compliance and adherence with FIRST STEP Act requirements.

#### USMS, DOJ, AND CONGRESS FILL A \$200 MILLION DETENTION FUNDING GAP

Due to the rising detention population from increased prosecution activity nationwide, especially along the Southwest Border, the Federal Prisoner Detention (FPD) appropriation faced a \$200 million deficit in FY 2019. The USMS worked tirelessly to bridge the funding gap, but in the end still needed funding to accomplish the USMS's core mission, operate programs, improve detention management, ensure officer and detainee safety, and provide the highest possible security for the federal judicial process. The USMS requested and received support from the U.S. Congress in the amount of \$155 million supplemental for "necessary expenses related to U.S. prisoners in the custody of the USMS." The USMS noted the great experience and ease of working with Congress. In addition to the supplemental, the DOJ approved a \$72 million transfer from available resources into the FPD account, pulling the agency out of the deficit with a \$27 million cushion.





## GOAL 4: ENHANCE THE BUSINESS ENVIRONMENT

To accomplish operational objectives, the USMS recognizes the importance of a productive and efficient business environment. This goal strengthens the infrastructure, technology, policy, and procedures that make operations possible by modernizing business processes and technology infrastructure as well as promoting evidence-based decisions, asset management, and knowledge sharing.

To achieve the agency's goal to enhance the business environment, the USMS developed the following objectives:

- Modernize Business Processes and Technology Infrastructure
- Promote Evidence-Based, Data-Driven Decision-Making
- Promote Effective and Efficient Governance and Asset and Vendor Management
- Promote Knowledge Sharing and Enhance Communication across the Organization

## MISSION: FINANCIAL MANAGEMENT MODERNIZATION AND COMPLIANCE

The USMS's financial management configuration comprises budget formulation and execution, financial and accounting services, financial systems management, financial statement preparation, audit coordination, data analytics, and procurement activities and compliance.

### Strategic Objective: Modernize Business Processes and Technology Infrastructure

The USMS is addressing the dual challenge of supporting legacy systems that lack the necessary capabilities and acquiring technology solutions to deliver effective and efficient capabilities. Central to this effort is aligning with best practices and ensuring compliance with federal mandates.

**Identifying technology solutions to address current capability gaps.** The USMS partners with the U.S. Department of Treasury on all of its modernization efforts. Pay.gov streamlines the depositing process and eliminates costs associated with processing paper checks. In FY 2019, the pilot expanded to the Asset Forfeiture Fund (AFF) for judgment-related deposits and enhancing the capabilities to support the volume. The number of requests by AFF investigators to utilize Pay.gov for payment plans has nearly doubled in the last two months of FY 2019 alone. For example, the USMS was able to expeditiously collect \$436,000 from a contracted commercial vendor, who auctioned forfeited property assets and electronically remitted sales proceeds to the USMS. Furthermore, JPATS implemented a Pay.gov deposit form to provide online deposit services to state and local customers.

**Establishing strategic financial business practices to buy smarter.** The APC supports USMS strategic goals by providing administrative support to the agency's district offices in the areas of transactional accounting and procurement processes. At the beginning of FY 2019, the Procurement APC received the Director's Distinguished Group award for their work issuing standard lead times, allowing the 94 district office customers to plan accordingly. This has shifted the paradigm for the district customers to use true timelines when planning for their important procurement actions. Notwithstanding the heavy fourth quarter workload, the Procurement APC team met the associated procurement action lead times on over 75 percent of all submitted actions throughout the FY. Excluding the heavy year-end fourth quarter, the compliance shot up to over 80 percent. For future years, the team has now established a baseline to seek improvements for the greater overall management of workload timelines.

**Improving procurement processes.** The Procurement APC team workload increased by an astounding 49 percent over FY 2018 with no appreciable change to their resource levels while still providing support across the 94 district offices. The team managed to support the district office operations by centralizing all District Court Security Officer contracts. This initiative allowed for a huge reduction in the administrative burden for district office customers.

In March 2019, the USMS established a working group to identify areas for improvement and standardization specific to the support of the district operations. The District Acquisition Management Group's objective is to develop and implement streamlined, consistent processes throughout the district offices in order to mitigate audit risks and correct deficiencies.

**Transitioning vendors.** The USMS tackled the difficult task of transitioning credit card vendors, from JPMorgan to Citibank, in a very compressed timeframe due to the extended government shutdown. This was a large project, coordinating the dissemination of all cards, reviewing and updating limits, providing robust training on the new systems, and tackling all problems and issues in short order to ensure the best service for USMS customers. This enormous task became even more challenging when the new vendor included an incorrect taxpayer identification number on all issued cards. This necessitated the coordination, destruction, and re-issuance of all previously issued purchase cards. The team managed to accomplish all of this with minimal impact on division and district customers.

**Improving the financial technology infrastructure.** The Capture application rollout includes a consolidated vital reporting system that provides a complete financial reporting solution for prisoner housing data. Consolidated reports show the entirety of housing data, including the amounts obligated and paid. This enhancement enabled stakeholders to use the reports to support the ongoing transition to Capture.

### **Strategic Objective: Promote Evidence-Based, Data-Driven Decision-Making**

**Developing strategic solutions.** The USMS completed the Business Process Analysis of the JSD in July 2019. During this two-year project, the team analyzed over 20 strategic processes and recommended and implemented solutions whenever possible. As a result, custom-made tools and reports will save personnel over 6,000 hours annually. The team automated the management of important reports, significantly improving accuracy, and developed a new methodology for assessing risk and prioritizing resources. This analysis directly fed the development of multiple PROTECT modules. The work accomplished throughout the project fundamentally transformed the way JSD conducts business and characterized risk in its protective mission.

**Making evidence-based decisions.** The Administrative Office of the United States Courts (AOUSC) and USMS recognized the risks involved in managing the resources of a large contract workforce for court security, specifically with keeping positions filled. CSO hours do not just represent money; they represent security provided to the Judiciary and the judicial process. Correspondingly, ineffective use of court security funds represents a risk to the judiciary. It is a priority of the USMS to mitigate risk through the efficient and effective utilization of resources.



After analyzing initial findings, the USMS undertook initiatives to mitigate risks when CSO funds are underutilized. The first action was an update to training that was focused on “fiscal responsibility first.” The unintended consequences of this misapplied focus led to some incidents of accepting small or periodic vulnerabilities to stay under budget. The updated training reestablished the security-first mindset and strengthened communication between districts and the program office. This focus ensures that risk to facilities is mitigated to the greatest extent possible and that districts should continue to ask for funds and let HO find the money to provide the requisite security.

**Implementing an IT investment management prioritization process.** The USMS established an Information Technology Investment Management (ITIM) process where an Investment Review Board (IRB) of Executive Leadership reviews and prioritizes project requests requiring information technology resources. The IRB’s focus is on IT investments that, due to their magnitude, significance, type, and nature, warrant senior management’s attention, strategic direction, and decision-making. This typically involves projects or existing IT contracts worth over \$250,000, projects that last for more than one fiscal year, or projects deemed to have “special project” status due to high political visibility or Director priority. The IRB evaluates and prioritizes IT investments to determine which projects the agency should fund. The ITIM process provides transparency to stakeholders, insight into resource requirements, and a roadmap for workforce activities. In 2019, during the agency’s inaugural ITIM cycle, the IRB received over 40 projects from 12 divisions and offices. The approved 14 projects are now in development.

**Documenting incidents and events.** Capture released an Incidents and Events management module, an extensive subject management capability, incident, and events search capability, and a user profile management capability. The USMS is now inputting, managing, and reporting on incidents and events in the same system. This was Capture's first nationwide capability deployment and is available for use by all districts. This deployment decommissioned three legacy systems and increased incident and event visibility agency-wide through automated system notifications and reporting capabilities.

**Streamlining and optimizing financial data to further data-driven decision-making.** The USMS made significant progress in streamlining and optimizing processes for analyzing and generating financial and procurement metrics and analytics. By using optimized approaches to support and further strengthen data-driven decision-making across the enterprise, the USMS developed new performance metrics and analytics in 2019. For example, the "Untimeliness in Travel Authorization" metric provides the number of travel authorizations not recorded before travel began. The system automation of generating all 94 district profile reports, which provide districts' status of funds and performances on various financial management aspects, has saved the agency a considerable amount of time by eliminating the hours spent manually generating these reports for each district. These reports are now available for access at the beginning of each month, enabling the USMS to assess the potential risk sooner and communicate the financial management performance more expeditiously to district leadership for improvement. This effort also ensures that reports are readily available for the USMS Director as he visits the districts.

**Establishing data management policies and processes.** To comply with the Digital Accountability and Transparency Act of 2014 reporting regulations, the USMS instituted new data management processes that successfully allowed for timely recording and transparent reporting of procurement and financial data. The agency improved data validity between the Unified Financial Management System and Treasury's Federal Procurement Data System-Next Generation system by automating the reconciliation process. This system enhancement has improved data quality and integrity and provided instant visibility into the status of obligation reporting.

The USMS successfully piloted an electronic invoicing solution by using the Department of Treasury's Invoice Processing Platform [IPP], complying with the Office of Management and Budget's requirement for federal agencies to move to an electronic invoicing platform. Significant savings were realized by eliminating the manual process of entering invoices into the financial system. Additionally, IPP also allows USMS personnel to respond to invoice inquiries through a web-based centralized service, thus reducing response time and increasing productivity. Automatic alerts allowed the agency to take actions sooner, which prevented incurring unnecessary prompt payment penalties.

**Revising real property space standards.** The USMS revised Pub. 64 space requirement standards to reduce the agency's footprint. The development and careful review of USMS space standards identified key areas that required modification. New standards support the agency's national strategy for the efficient use of real property, reducing agency rent costs, and improving the quality and functionality of federally owned space, and freeing-up funding for other agency priorities.

**Developing the process for body armor acquisitions and requirements.** The USMS established a systematic, cost-effective process for the cyclic replacement of body armor. To recognize the five-year life cycle of body armor and to ensure the safety of operational employees, the USMS will replace armor before expiration. The framework for the cyclic replacement begins in FY 2020.

**Restructuring the National Physical Security contract.** The USMS has divided the National Physical Security contract into multiple segments and has successfully awarded the program management and installation portions to a contractor that is independent of installation and maintenance support allowing it to serve the government's interests without conflict. The prior contract was a single award to one company, inhibiting the ability to leverage cost savings typical in multiple award contracts. By separating the contract into focused components, program management, installation, and maintenance, the government benefits from adequate competition and can take advantage of scheduling flexibility.

**Expanding the vehicle outfitting capacity.** In FY 2019, the USMS improved the process to provide road-ready operational vehicles to the field. The National Vehicle Regional Outfitting program increased USMS officer safety by standardizing emergency equipment and installation at 27 outfitting locations nationwide. A Blanket Purchase Agreement expanded the number of vendors available to complete the outfitting actions. This regional model expanded capacity to respond to year-end surges in vehicle acquisitions. The contract includes management of warranty service to decrease repair work turnaround, decrease the workload on the field by streamlining administrative and financial processes, and realize economies of scale in vehicle outfitting costs. The delivery time of outfitted vehicles decreased from 120 days to the industry standard of seven days.



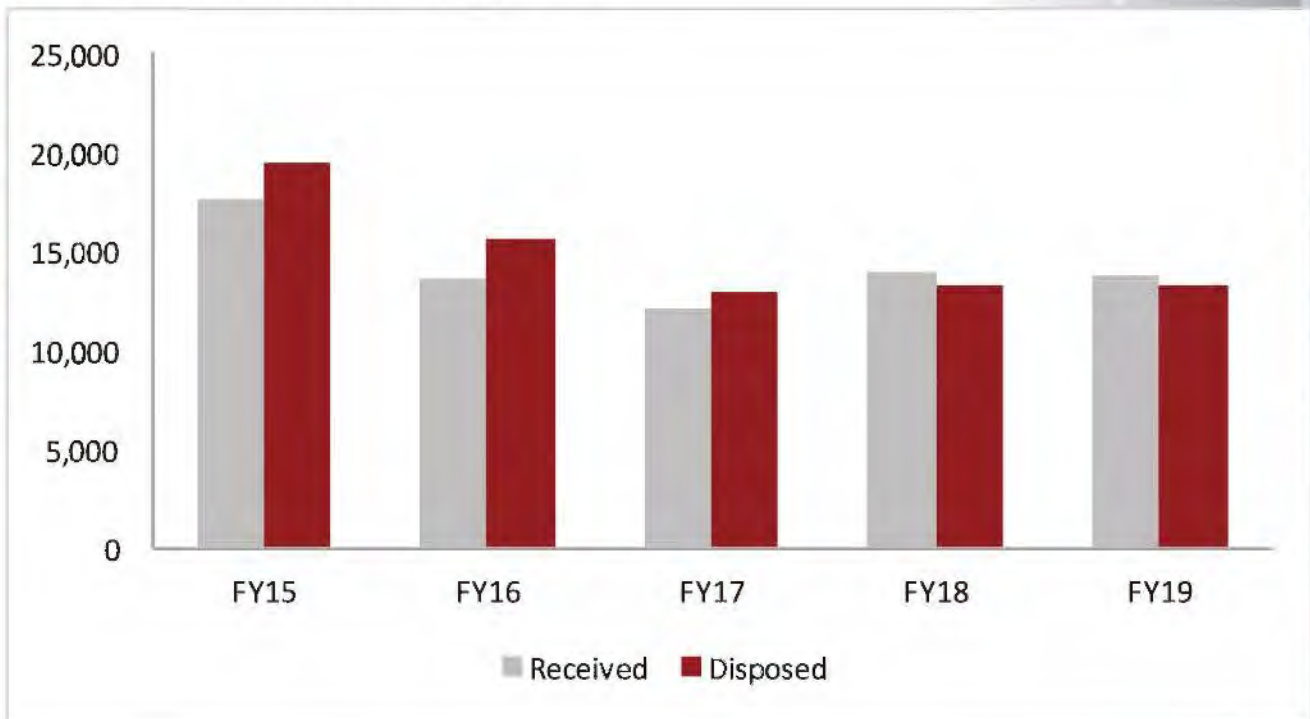


## MISSION: ASSET FORFEITURE PROGRAM

The DOJ Asset Forfeiture Program (AFP) plays a critical role in disrupting and dismantling illegal enterprises, depriving criminals of the proceeds of illegal activity, deterring crime, and restoring property to victims. The USMS is the primary custodial agency of the AFP. In addition to core fiduciary responsibilities associated with the management and disposition of assets valued in the billions of dollars, the USMS also provides vital support to U.S. Attorney’s Offices and investigative agencies by assisting with pre-seizure planning and financial investigations. As a world leader in asset management and asset disposal, the USMS AFP also receives requests for technical assistance from countries around the world. These requests range from assessing a country’s AFP to assisting with the restraint of property, both foreign and domestic.

MISSION PROGRAM DATA

Figure 17 – Assets Received and Disposed of by the USMS



### Strategic Objective: Promote Effective and Efficient Governance and Asset and Vendor Management

**Managing two of the largest vessel cases in the history of the Asset Forfeiture Program.** In 2017, through cooperation with the government of Bonaire, the USMS took possession of a 100-foot custom Ferretti



yacht, *Navigante*, linked to a joint Drug Enforcement Administration and Internal Revenue Service (IRS) case and brought it back to the U.S. The yacht was maintained in the Southern District of Florida (S/FL) through the duration of its court proceedings. In the late spring of 2019, the *Navigante* was forfeited, and the USMS conducted a specialized auction of the vessel, which realized a final sales price of \$3.24 million. The USMS anticipates sharing part of these proceeds with Bonaire for their efforts in seizing the yacht.

The government of Nigeria asked for assistance in recovering assets purchased with funds stolen from their government by politicians they were criminally prosecuting. The DOJ's Office of International Affairs coordinated with the USMS to seize the 200-foot custom yacht, *Galatica Star* in Cancun, Mexico and bring it back to the U.S. Like the *Navigante*, the *Galatica Star* was also maintained in the S/FL as the U.S. worked to domesticate the Nigerian court order. The DOJ and USMS worked with a third-party broker to facilitate the sale, which realized a final sales price of \$38 million.



**Coordinating the largest vehicle seizure in the history of the Asset Forfeiture Program.** The USMS led the onsite seizure and inventory of over 185 vehicles owned by Jeffrey Carpoif, who operated D.C. Solar, a \$1 billion Ponzi-scheme in the Eastern District of California. With minimal advanced notice, the two-day operation involved a significant law enforcement presence at the federal, state, and local levels to include a dozen USMS administrative staff. This effort resulted in the itemization, valuation, transportation, and storage of over \$3 million in assets from the largest single vehicle seizure in the history of the Asset Forfeiture Program. Significant logistical planning ensured the services acquired for the takedown day were secured, economical, and efficient. A court-ordered sale of 148 vehicles in Woodland, California, netted \$8.2 million.

Concurrently, USMS personnel from across the country mobilized to provide additional support for the large-scale search warrant operation in conjunction with FBI and IRS fraud investigators. The USMS team assisted in the seizure takedown, identifying further assets and financial accounts subject to forfeiture, and identifying potential ownership claims. The USMS assistance in this joint effort resulted in the seizure of over \$47 million in financial accounts, U.S. currency, jewelry, and vehicles, and an additional \$60 million of real property targeted for forfeiture located throughout California, Nevada, North Carolina, Texas, and Mexico.



**Supporting the liquidation of more assets tied to Bernard “Bernie” Madoff.** The USMS continued to work with the U.S. Attorney’s Office, USMS S/NY, and the Securities Investor Protection Corporation Trustee to liquidate Madoff’s assets. During FY 2019, the USMS generated a total of \$7.34 million in cash from Madoff-related investments. The USMS sold Madoff’s stocks (with no value) as collectible items.



**Seizing large-scale real estate.** In April 2019, the USMS took custody of 105 real properties located in the Middle District of Georgia. All properties were tied to Christopher Whitman, who was convicted of bribery and fraud tied to military trucking contracts and theft of surplus military equipment. Four separate USMS teams worked closely with the USMS national real property vendor to take physical possession of each of the properties. The proceeds from the real property sales will go to compensate the victims of Whitman’s crimes.

**FY 2017-FY 2019 ENACTED RESOURCES BY USMS STRATEGIC GOAL**

Dollar amounts are in the thousands (000s)

S&E = Salaries & Expenses

[ ] = Funding sources

**Goal 1 & 4:**

"STRATEGIC GOAL 1&4 All S&E Decision Units [S&E]"	2017 Enacted			2018 Enacted			2019 Enacted		
	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Comparison by activity and program									
Judicial and Courthouse Security	409	409	104,161	409	390	108,561	409	385	111,812
Fugitive Apprehension	532	506	126,241	532	482	132,231	532	476	137,954
Prisoner Security and Transportation	275	246	61,875	275	234	63,857	275	231	65,818
Protection of Witnesses	65	61	14,212	65	58	14,676	65	57	15,151
Tactical Operations	46	41	16,037	46	40	17,111	46	39	17,300
<b>Total Enacted - S&amp;E</b>	<b>1,327</b>	<b>1,263</b>	<b>322,526</b>	<b>1,327</b>	<b>1,204</b>	<b>336,436</b>	<b>1,327</b>	<b>1,188</b>	<b>348,036</b>
Reimbursable FTE		205			190			193	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>1,327</b>	<b>1,468</b>	<b>322,526</b>	<b>1,327</b>	<b>1,394</b>	<b>336,436</b>	<b>1,327</b>	<b>1,381</b>	<b>348,036</b>

NOTE: REPRESENTS S&E ADMINISTRATIVE RESOURCES ONLY

**Goal 2:**

"STRATEGIC GOAL 2 Fugitive Apprehension [S&E]"	2017 Enacted			2018 Enacted			2019 Enacted		
	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Comparison by activity and program									
Fugitive Apprehension	1,524	1,439	361,636	1,542	1,371	383,271	1,542	1,354	399,860
<b>Total Enacted - S&amp;E</b>	<b>1,524</b>	<b>1,439</b>	<b>361,636</b>	<b>1,542</b>	<b>1,371</b>	<b>383,271</b>	<b>1,542</b>	<b>1,354</b>	<b>399,860</b>
Reimbursable FTE		91			90			98	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>1,524</b>	<b>1,530</b>	<b>361,636</b>	<b>1,542</b>	<b>1,461</b>	<b>383,271</b>	<b>1,542</b>	<b>1,452</b>	<b>399,860</b>

Note: Represents S&E operational resources only

**Goal 3:**

"STRATEGIC GOAL 3 Judicial and Courthouse Security [S&E] Prisoner Security & Transportation [S&E] Protection of Witnesses [S&E] Tactical Operations [S&E] Detention Services [FPD] Construction Justice Prisoner and Transportation System [JPATS]"	2017 Enacted			2018 Enacted			2019 Enacted		
	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Comparison by activity and program									
Judicial and Courthouse Security	1,256	1,166	319,870	1,270	1,111	337,096	1,270	1,096	347,191
Prisoner Security and Transportation	724	699	162,901	731	665	169,742	731	657	174,958
Protection of Witnesses	181	172	39,575	183	164	41,320	183	162	42,657
Tactical Operations	122	118	42,532	124	112	46,127	124	111	46,635
Total Enacted - S&E	2,283	2,155	564,878	2,308	2,052	594,285	2,308	2,026	611,440
Reimbursable FTE		64			58			56	
Total Enacted with Reimbursable FTE - S&E	2,283	2,219	564,878	2,308	2,110	594,285	2,308	2,082	611,440
Detention Services	27	16	1,430,414	27	21	1,536,000	27	27	1,707,397
Construction			10,000			53,400			15,000
Grand Total Enacted - S&E, FPD, and Construction	2,310	2,235	2,005,292	2,335	2,131	2,183,685	2,335	2,109	2,333,837
JPATS	123	108	51,565	123	110	52,282	123	110	54,065
Total Operating (President's Budget) Level - JPATS	123	108	51,565	123	110	52,282	123	110	54,065
Actual Operating Level - JPATS	123	96	42,990	123	95	54,467	123	97	53,447
Note: Represents S&E operational resources only , FPD appropriation, Construction, and JPATS Revolving Fund									

**ACRONYM LIST**

<b>ACRONYM</b>	<b>DESCRIPTION</b>
ADP	Average Daily Prisoner Population
AFF	Asset Forfeiture Fund
AFP	Asset Forfeiture Program
AG	Attorney General
AO	Administrative Officers
AOUSC	Administrative Office of the United States Courts
APC	Austin Processing Center
ATO	Authority to Operate
BDUSM	Basic Deputy U.S. Marshal
BOP	Federal Bureau of Prisons
BPA	Blanket Purchase Agreement
CITP	Criminal Investigator Training Program
CRD	Civil Rights Division
CSO	Court Security Officer
D/	District of [e.g., D/MA = District of Massachusetts [USMS district]]
D.C.	District of Columbia
DOJ	Department of Justice
DUSM	Deputy U.S. Marshal
E/	Eastern District of [e.g., E/NY = Eastern District of New York]
EOTP	Enforcement Officer Training Program
EPACS	Enterprise Physical Access Controls Systems
FBI	Federal Bureau of Investigation
FLETC	Federal Law Enforcement Training Center
FPD	Federal Prisoner Detention
FPL	Full-Performance Level
FY	Fiscal Year
GSA	General Services Administration
HRFA	High-Risk Fugitive Apprehension
IA	Internal Affairs
IGA	Intergovernmental Agreement
INTERPOL	International Criminal Police Organization
IPP	Invoice Processing Platform
IRB	Investment Review Board
IRS	Internal Revenue Service
IT	Information Technology
ITIM	Information Technology Investment Management
JPATS	Justice Prisoner and Alien Transportation System
JSD	Judicial Security Division

<b>ACRONYM</b>	<b>DESCRIPTION</b>
JSI	Judicial Security Inspector
MESR	Malfunctioning Equipment Service Request
NCMEC	National Center for Missing and Exploited Children
OCDETF	Organized Crime Drug Enforcement Task Force
OPR	Office of Professional Responsibility
OST	Officer Safety Training
OWO	Operation Washout
POD	Prisoner Operations Division
PSN	Project Safe Neighborhood
RFTF	Regional Fugitive Task Force
RHP	Reproductive Health Program
S/	Southern District of [e.g., S/FL = Southern District of Florida]
SDUSM	Supervisory Deputy U.S. Marshal
SNSSO	Strategic National Stockpile Security Operations
SOG	Special Operations Group
SRR	Security Resource Request
STS	Short-Term Sentence
TFO	Task Force Officer
UAS	Unmanned Aircraft Systems
UFMS	Unified Financial Management System
USMS	United States Marshals Service
USVI	U.S. Virgin Islands



**JUSTICE • INTEGRITY • SERVICE**

---

[www.usmarshals.gov](http://www.usmarshals.gov)

---



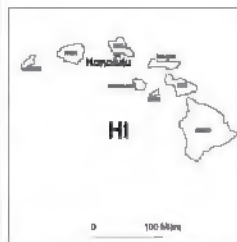


# United States Marshals Service FY 2020 Annual Report

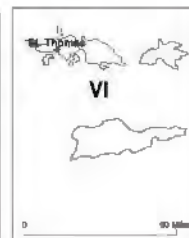




# U.S. Marshals S



# Service Districts



## PROTECTING AMERICA'S FEDERAL JUDICIAL PROCESS SINCE 1789



The United States Marshals Service (USMS) is the nation's first and most versatile federal law enforcement agency, involved in virtually every federal law enforcement initiative. The USMS is a force of approximately 5,500 deputies and business professionals who protect the federal judiciary, apprehend federal fugitives, transport and house prisoners, locate and recover missing children, enforce sex offender compliance, operate the Witness Security Program, and manage and sell seized assets acquired by criminals through illegal activities.

Deputy U.S. Marshals (DUSMs) protect the judicial family, serve federal summonses and warrants, and capture

federal fugitives. From the arrest of a defendant out on bond to the apprehension of prison escapees, DUSMs investigate, locate, and detain the accused and the guilty to guarantee court cases proceed unimpeded and prison sentences are served. Headquarters lends its investigative assistance in these and other matters, including providing leadership to districts in their efforts to recover missing children and investigate noncompliant sex offenders. Finally, the USMS is central to the Department of Justice's (DOJ's) objective to reimburse victims of crimes through the identification and seizure of assets gained from criminal activity.

To accomplish its various missions, the agency ensures its workforce is responsive to new and existing challenges. In a given week, and depending on the district, a DUSM might be asked to support one or all of the agency's missions. USMS human resources, financial, training, and Information Technology (IT) functions provide unparalleled support to these operational missions. This administrative support allows DUSMs to focus on protecting the federal judicial process. Through continuous training, USMS personnel remain adaptive and agile, always ready to respond to the latest threats and technology.

The agency's headquarters is located in Arlington, Virginia, and provides support to 94 district offices and many additional sub-offices across the country, including four foreign field offices. USMS administrative and operational personnel perform various critical roles by coordinating efforts with other federal, state, and local law enforcement agencies. This cooperation has been a cornerstone of the Marshals Service since its inception, working together to protect, defend, and enforce the American justice system.



In 2020, the United States Marshals Service (USMS), along with our fellow Americans, endured an incredibly challenging year. From a near nationwide lockdown due to the COVID-19 pandemic, to the protests and riots after the shocking death of George Floyd, much has been revealed about who we are as Americans. The nature of our personal relationships with government, with our law enforcement brethren, and with our families, and communities have faced complex trials and tribulations.

The USMS remained focused on the overarching mission to protect, defend, and enforce the American justice system despite the many challenges we faced. USMS operational personnel steadfastly protected the Nation's citizens from the worst of the worst and protected the judiciary. USMS administrative and support personnel stood alongside our operational personnel as pillars of assistance. Justice and criminals did not take time off in 2020. Consequently, we continued to excel at judicial protection, fugitive apprehensions, prisoner transportation, witness security, and asset forfeiture. Our leadership and tactical deployments into areas of civil unrest demonstrated our skill and our commitment to the U.S. Constitution and to the rule of law.

I am continually amazed and truly humbled by the commitment and dedication of our workforce to this agency and the missions we perform every day in every corner of the Nation and overseas. Our incredibly devoted team of professionals worked diligently through the pandemic and the nationwide civil unrest to accomplish our multifaceted operations. One of the many incredible examples was our focus on our mission to protect America's children and communities. In fiscal year (FY) 2020 alone, the USMS contributed to the recovery of 387 missing children, including 13 international rescues, and totaling nearly 2,000 recovered children since 2005.

We implemented Full-Performance Level at grade 13 (FPL-13) for our criminal investigators and improved our Excepted Service Hiring Authority process. These initiatives, along with the energy and innovation in our training processes, are transforming our agency into an even more capable law enforcement agency of the highest caliber. In lockstep, the agency has upgraded processes, increased recruiting efforts, and focused on leadership development, all of which will bear exceptional fruit for our entire workforce.

Looking back on our successes, I am proud to present the United States Marshals Service FY 2020 Annual Report. I look forward to FY 2021 as we focus even more on leadership development, total fitness awareness, enhancing mission-related tools and support systems, and increasing cultural understanding within the USMS family—because we are a family.

A handwritten signature in black ink that reads "Donald W. Washington". The signature is written in a cursive, flowing style.

Donald W. Washington

Director, United States Marshals Service



**ABOUT THE UNITED STATES MARSHALS ..... INSIDE FRONT COVER**

**MESSAGE FROM THE DIRECTOR ..... I**

CONTENTS ..... III

Mission | Vision | Organizational Structure ..... 1

**AGENCY HIGHLIGHTS ..... 3**

    AWARD-WINNING U.S. MARSHALS SERVICE PERSONNEL ..... 3

    NATIONAL EMERGENCY RESPONSE ..... 4

        COVID-19 RESPONSE ..... 4

        CIVIL UNREST RESPONSE ..... 9

**GOAL 1: INVEST IN OUR WORKFORCE ..... 13**

    MISSION: PROFESSIONAL WORKFORCE ..... 14

    MISSION: ACCOUNTABILITY AND INTEGRITY ..... 18

**GOAL 2: STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET ..... 21**

    MISSION: FUGITIVE APPREHENSION ..... 22

    MISSION: INTERNATIONAL PARTNERSHIPS AND SUPPORT ..... 27

    MISSION: PROTECTING AMERICA'S CHILDREN AND COMMUNITIES ..... 30

    MISSION: INTELLIGENCE INVESTIGATIONS ..... 34

**GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION ..... 37**

    MISSION: LAW ENFORCEMENT PERSONNEL SAFETY ..... 38

    MISSION: JUDICIAL PROTECTION AND COURTHOUSE SECURITY ..... 40

    MISSION: WITNESS PROTECTION ..... 42

    MISSION: PRISONER TRANSPORT ..... 43

    MISSION: PRISONER OPERATIONS, DETENTION, AND CARE ..... 47

**GOAL 4: ENHANCE THE BUSINESS ENVIRONMENT ..... 51**

    MISSION: FINANCIAL MANAGEMENT MODERNIZATION AND COMPLIANCE ..... 52

    MISSION: ASSET FORFEITURE PROGRAM ..... 58

**FY 2018-FY 2020 ENACTED RESOURCES BY USMS STRATEGIC GOAL ..... 61**

    Goals 1 & 4: ..... 61

    Goal 2: ..... 61

    Goal 3: ..... 62

**APPENDIX: GLOSSARY OF ACRONYMS ..... 63**







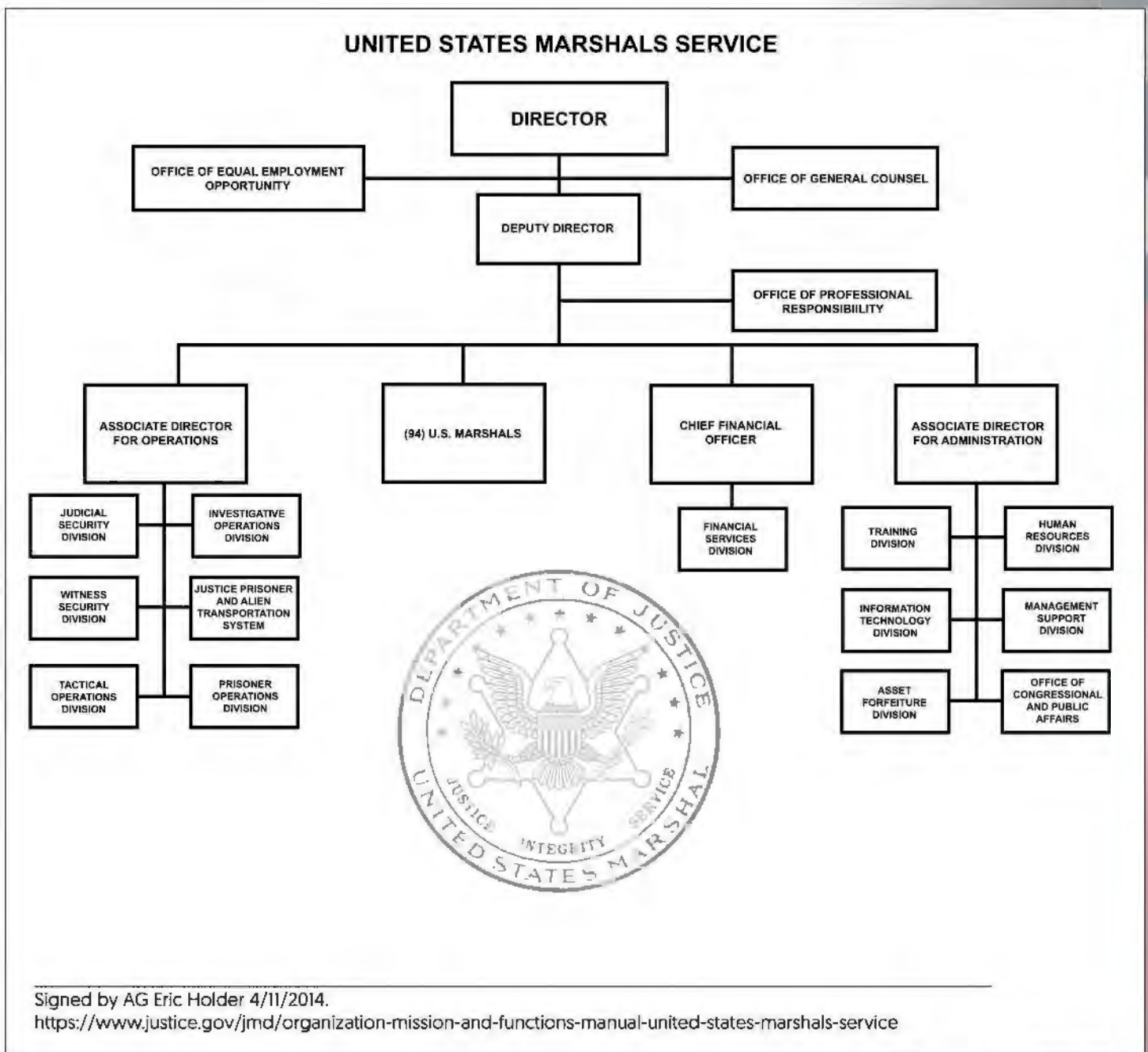
**Mission**

To protect, defend, and enforce the American justice system.

**Vision**

Leadership among law enforcement by empowering informed decision-making—accountable to the public and partners.

**Organizational Structure**





## AWARD-WINNING U.S. MARSHALS SERVICE PERSONNEL



**68th U.S. Attorney General's Awards.** The Mary C. Lawton Lifetime Service Award recognizes employees who have served at least 20 years and have demonstrated high standards of excellence and dedication throughout their career. The USMS is honored to have an excellent example of this with Chief Inspector Daniel Wertheimer, who has served a distinguished 24-year career with the agency. The U.S. Attorney General recognized his accomplishments with this Lifetime Service award. Chief Inspector Wertheimer is dedicated to the improvement of processes and innovation of programs that have greatly enhanced the agency's ability to impact violent crime and keep its investigators safe. As the first chief of the USMS Gang Enforcement program, Chief Inspector Wertheimer developed an extremely successful mobile and targeted enforcement model called Operation Triple Beam and established Counter Gang Units in the agency's Regional Fugitive Task Forces.

Later, as the commander of the Gulf Coast Regional Fugitive Task Force [GCRFTF], Chief Inspector Wertheimer's focus remained on the mission of impacting violent crime as he developed an armed felon initiative to support state and federal prosecutions for illegal

firearms recovered during fugitive arrests. He also emphasized mitigating risk for investigators and the agency by building a state-of-the-art regional training center at the GCRFTF. The regional center enhances the task force's training program by providing on-site training for both USMS personnel and task force partner agencies. The GCRFTF regional training center concept serves as the model by which the USMS will replicate in each Regional Fugitive Task Force. When the USMS was approved to establish the Carolinas Regional Fugitive Task Force [CRFTF], agency leadership asked Chief Inspector Wertheimer to be commander and to get the task force up and running in North and South Carolina.

Finally, when the Attorney General approached DOJ components to conduct an enforcement initiative in select cities across the U.S., Chief Inspector Wertheimer was selected by agency leadership to be the commander of the USMS portion of Operation Relentless Pursuit. Chief Inspector Daniel Wertheimer's leadership and innovative vision throughout his career has resulted in lasting improvements for the USMS, allowing agency investigators to reduce violent crime in communities in a safer and more effective manner.

AGENCY HIGHLIGHTS

## NATIONAL EMERGENCY RESPONSE

COVID-19 greatly impacted most of the world, and the USMS was no exception. During constantly changing times, the agency made it a priority to balance the needs of its employees with a mission that continued through shutdowns caused by civil unrest events and COVID-19 constraints. To deal with the initial impact, the agency's Pandemic Response Team met daily to ensure the USMS responded appropriately and accurately and to maintain balance between accomplishing the mission and meeting the personal and safety needs of employees. Team members led efforts to support maximum telework and to address additional and unusual hours to respond to the pandemic and civil unrest emergencies. Fortunately, during this unique time, the USMS was able to continue hiring much needed personnel by onboarding deputies into their local districts until they could attend training at the Federal Law Enforcement Training Center (FLETC). Additionally, the agency adapted its interview processes to enable virtual interviews and explored ways to host virtual information sessions.



The USMS always answers the call to serve during civil disturbances, natural disasters, and national emergencies. In March, the White House declared that the COVID-19 outbreak in the United States constituted a national emergency. In response, the USMS implemented social distancing techniques, such as teleworking and virtual hearings, to reduce the physical presence of personnel in USMS offices and federal facilities. Leveraging these techniques allowed the agency to continue its important missions, including protecting federal courthouses, apprehending fugitives, and securing and transporting prisoners, while minimizing COVID-19 exposure.

## INVESTING IN THE USMS WORKFORCE

### Internal communication and guidance.

The USMS took immediate action, adopting the Centers for Disease Control and Prevention's (CDC's) guidance for COVID-19 and the Occupational Safety and Health Administration's "Hierarchy of Controls." The Hierarchy of Controls included implementing engineering and administrative controls, safe work practices, and Personal Protective Equipment (PPE) guidance. The USMS generated digital and printed instructions, notices, and informational documents addressing COVID-19 exposure, PPE requirements, and facility notices. These communications allowed operational and administrative staff to stay informed and contributed to the health and safety of the USMS operational and administrative workforce at headquarters and field offices across the country.

The USMS also created an intranet site that provided employees with information and guidance about COVID-19 and its effect on the USMS workforce. The intranet site contains links, tips, answers to frequently asked questions, checklist guides, and "How-To" instructions for telework readiness. The agency also provided guidance to operational personnel regarding pay and overtime, including information about pay cap waivers brought about by protective details, earthquakes, quarantines, and civil unrest.

### Continuity of training.

FLETC reopened basic deputy training in July 2020 following initial closure in March 2020. The USMS implemented comprehensive safety measures, including social distancing protocols, to promote a safe environment. Due to effective safety precautions, the next basic deputy training class continued without delay or student dismissals for illness.

The USMS adapted several training courses to a virtual platform to support agency-wide training, including Avoiding Misconduct; Leadership Through Understanding Human Behavior;

Supervisory Leadership Development; Chiefs Development Program; Court Security Officer Phase 2; and new district and division Internal Affairs (IA) Collateral Duty Investigations. The exceptional efforts to adapt, develop, or support 27 virtual instructor-led courses led to over 1,800 student completions.

## SAFEGUARDING AGAINST SECURITY THREATS AND ENSURING SAFETY THROUGH INNOVATION

### Continuity of court operations.

Following COVID-19 related closures, the USMS worked to ensure minimal disruptions to the federal judicial process. The USMS coordinated with the federal courts, approximately 900 state, local, and private detention facilities housing USMS prisoners, and the Federal Bureau of Prisons (BOP) to ensure sufficient detention space was available for new prisoners brought into USMS custody—including space to isolate prisoners infected with COVID-19. The USMS also coordinated with these partners to facilitate movements of prisoners, as required by the federal courts.

Protecting members of the court, USMS workforce, and prisoners from COVID-19 required an alternative to in-person court proceedings. The USMS developed and delivered the Prisoners in Court training module to prepare existing Detention Enforcement Officers (DEOs) for the enhanced job duties of court production. Additionally, the agency coordinated with the detention facilities housing USMS prisoners to ensure that video-teleconferencing capabilities were available to the USMS to facilitate virtual court appearances by USMS prisoners. To track these virtual appearances, the USMS developed and implemented a virtual hearing reporting capability in its operational knowledge management application. The new feature allows all districts to indicate, on a prisoner-by-prisoner basis, when a hearing will be conducted remotely from a jail. It also ensures that all associated case and custody

data for all virtual hearing cases remain current and accurate. As of September 2020, the application reported 17,802 virtual hearings.

The USMS also implemented a “COVID-19 Caution Flag” in the same operational knowledge management application that enhances officer safety by tracking prisoner COVID-19 tests and positive cases.

**Transportation and housing of prisoners.**

The USMS Justice Prisoner and Alien Transportation System (JPATS) had unique challenges as the aviation arm of prisoner transportation. To ensure the transportation network could function safely for all, the USMS and the BOP worked to quickly adopt COVID-19 screening procedures in accordance with CDC guidance. Staff received PPE training and adapted all operations to incorporate CDC-recommended prisoner handling protocols and tools to ensure the safety and health of employees, prisoners, and the community.

The transportation of COVID-19 infected prisoners is a cause of concern not taken lightly by the USMS. Because the USMS does not own or operate any of the nearly 900 detention facilities that housed its prisoners during the pandemic, the USMS could not institute universal COVID-19 testing of its prisoners; however, the agency did initiate a COVID-19 testing program for prisoners processed through four facilities regarded as transportation hubs for the USMS. The USMS worked with BOP and the Department of Health and Human Services (HHS) to acquire rapid testing equipment, testing kits, and requisite training for the four facilities. Additionally, the USMS has offered to fund the costs of testing for all USMS prisoners housed in state and local jail facilities. Testing prisoners prior to transport significantly decreases the likelihood that infected COVID-19 prisoners will transfer to other facilities.

**ENHANCING THE BUSINESS ENVIRONMENT**

**Safety through data, information, and analysis.**

When the pandemic hit, the agency lacked a

means for tracking and quantifying the multiple impacts on the workforce and operations. The USMS quickly created a comprehensive COVID-19 dashboard, used by the USMS and outside agencies, which pulls information from disparate sources including the USMS internal case management systems and the Johns Hopkins Corona Virus Resource Center. The dashboard displays dynamic information regarding court closures, facility staffing, COVID-19 infection rates, and exposed facilities. This critical resource allows for effective decision-making.

In addition to the COVID-19 digital dashboard, the USMS worked closely with divisions, districts, the General Services Administration (GSA), and the Administrative Office of the United States Courts (AOUSC) to create accurate Facility Cleaning reports. Significant and timely information was provided to USMS leadership regarding facilities and COVID-19. The consolidated report assists with analyzing risks associated with the health and wellness of the agency’s impacted law enforcement and administrative personnel.

**Rapid technology deployment.**

The USMS rapidly prepared the agency to be telework-ready, ensuring employees and supervisors completed the necessary telework documentation and had the required equipment and USMS network access to stay safe and execute the mission. Within two weeks, the agency fielded over 700 laptops to USMS users across 274 sites that previously had only desktop capabilities. This achievement represented a 94 percent increase in distribution time compared to historical averages. Furthermore, the number of USMS employees able to remotely connect to the network increased by 500 percent.

To improve communication and collaboration capabilities in a maximum telework environment, while also minimizing disruption to the mission, the USMS enhanced telecommunications services. The agency boosted the virtual meeting platform to

support a high-volume of remote meetings across the agency. This improvement enabled the agency's legal counsel to participate in dispositions and hearings in a remote environment. It also enabled hiring panels to continue meeting with outside candidates virtually. To enhance first responder capability, the USMS provided tactical operations personnel with AT&T's dedicated public safety platform, FirstNet. Additionally, the agency transitioned the USMS Communications Center and the Financial Services Division's help desk to Voice over Internet Protocol capability.

### **Prevention of COVID-19 exposure and dispersion.**

The USMS accessed a special Amazon COVID-19 Hub that offered medical and safety supplies to healthcare and government organizations, providing a one-stop shop for the agency. PPE included goggles, gloves, masks, thermometers, face shields, gowns, hand sanitizer, and wipes. To manage internal USMS PPE inventory, orders, and distribution across the country, the USMS developed a logistics system and an intranet order page.

In the first five months following the President's emergency declaration, the USMS managed and distributed over one million pieces of PPE to its workforce. Centralizing and simplifying the acquisition of PPE was extremely efficient and reduced duplicate ordering by field offices during a time when supplies were limited. Most importantly, the agency was able to efficiently provide PPE to division and district employees to ensure their safety while working in potentially high COVID-19 exposure locations.

### **Quarantine operations.**

The Strategic National Stockpile Security Operations (SNSSO) program is an All Hazards unit that provides federal law enforcement support services to the HHS for all assets of the Assistant Secretary for Preparedness and Response (ASPR). The SNSSO program responded to the outbreak of COVID-19, which the World Health Organization declared a public health emergency of international

concern and the HHS Secretary declared a public health emergency for the United States.

The agency's Mobile Command Vehicles (MCVs) deployed across the nation and were heavily engaged in supporting HHS in the enforcement of federal quarantine and isolation orders. By order of the U.S. Attorney General, the USMS is the lead security agency for quarantine operations and embedded into the HHS National Incident Management Team. The program coordinated security for the U.S. State Department repatriation flights from Wuhan, China, the alleged origin city of the COVID-19 outbreak, and the Diamond Princess cruise ship anchored off the coast of Yokohama, Japan.

Between January 29 and February 6, 2020, the program coordinated security for 808 repatriated U.S. citizens, residents, and their families from Hubei Province, China, on five chartered flights. During February 16 and 17, 2020, the U.S. government repatriated another 329 U.S. citizens or residents from the cruise ship on two chartered flights. Upon their arrival in the United States, the USMS enforced the quarantine and isolation orders on five military bases: Camp Ashland, Nevada; Lackland Air Force Base, Texas; March Air Reserve Base, California; Marine Corps Air Station Miramar, California; and Travis Air Force Base, California.

SNSSO deployed to these five military bases as Incident Commanders to enforce the federal quarantine and isolation orders by staffing 24-hour posts along the perimeter of installed fencing, ensuring entry and exit of authorized



personnel only, and providing security at multiple hospital details of symptomatic evacuees around the country. Program personnel coordinated with host installations to establish a unified command and conducted daily briefings with the Department of Defense (DOD).

Furthermore, the program provided security at five HHS ASPR established Alternate Care Sites--designated facilities to house infected evacuees. SNSO personnel assisted HHS ASPR in developing the Alternate Care Sites Toolkit, which provided medical operations guidance. This Toolkit helps state, local, tribal, and territorial entities address potential capacity and capability gaps in health care systems during a pandemic and management of any future quarantine and isolation sites.

### **Special Deputations.**

The USMS special deputation program is a force multiplier, leveraging external partnerships, including other federal law enforcement officers, to support missions across the nation. HHS required support to ensure public safety in response to the

COVID-19 pandemic. This added to an already unprecedented number of requests for special deputations through the USMS. In just nine days, from May 30 to June 8, 2020, the USMS received over 3,000 special deputation requests, equivalent to the number normally received in a four-month period. The agency also supported the HHS COVID-19 response by processing over 200 federal law enforcement officers for deputation.







**CIVIL UNREST RESPONSE**

While the USMS and the entire country were in the midst of the COVID-19 pandemic crisis, the shocking death of George Floyd on May 25, 2020, rocked the country. His tragic death led to peaceful protests worldwide, as people of all backgrounds came together to express their right to have their voices heard. However, the appalling circumstances of his death while in the custody of Minneapolis police officers also led to rioting, vandalism, and assaults on law enforcement officers and citizens.

### **STRENGTHENING INVESTIGATIONS ACROSS THE MISSION SET**

#### **Protest response.**

The civil unrest, protests, and demonstrations across the nation led to requests of USMS special deputations of over 3,000 federal law enforcement officers and National Guard personnel. The USMS responded quickly in order to process this unprecedented number of requests, enabling these individuals to enforce the “Rule of Law,” combat violent crime, and promote public safety in communities.

In response to the civil disobedience this past summer, the USMS provided support to six district offices, engaging violent offenders while protecting the judicial process and federal courthouses.

**Washington, District of Columbia (D.C.):** On May 30, 2020, due to an imminent threat, the Attorney General requested USMS support at the DOJ headquarters building. In response, the USMS deployed a number of personnel in less than 12 hours to Washington, D.C. to provide security during the height of the George Floyd protests. Members of the USMS SOG remained onsite until June 8.

Later, from June 26 to July 7, 2020, the USMS sent additional SOG personnel to the National Capitol Region to support local law enforcement in quelling more civil disturbances. During this period, the USMS provided tactical support to the United States Park Police in Lafayette Square park.

JPATS provided transportation for BOP Riot Control Teams during the national emergency in Washington, D.C. in June. With approval from the Attorney General, the BOP Director requested transportation of many specially trained staff and their equipment from California, Arizona, and Texas to the National Capital Region. Upon receipt of the mission, JPATS staff quickly developed and implemented a plan which ensured teams were on the ground within 24 hours. When the emergency operation concluded, JPATS transported the teams back to their originating locations.

**Portland, Oregon:** As directed by the U.S. Attorney General, the USMS responded to a lengthy period of civil unrest in Portland, Oregon. The USMS along with the U.S. Border Patrol Tactical Unit and Federal Protective Service provided security for the Hatfield Federal Courthouse during weeks of sustained

attacks upon the building. Members of the USMS Special Operations Group [SOG] were on scene from June 11 to August 26, 2020, to deter further attacks and protect the federal judiciary.

While providing onsite and remote support, the USMS worked with federal, state, and local partners to leverage resources and ensure cross-communications on investigations stemming from protest activity. The agency had oversight of five complex criminal investigations involving assault on law enforcement, arson, stalking/harassing, and destruction of property. In conjunction with the USMS Incident Management Team, USMS personnel also staffed the local Joint Operations Command Center and worked to ensure the safety of USMS protected persons and facilities. Multiple agencies lauded USMS efforts, attesting to a significant increase in the security posture.



USMS districts and divisions provided manpower and subject matter expertise to help quell civil unrest and protect federal buildings, occupants, and nearby citizens in approximately nine other major cities across the nation.

The USMS conducted these deployments not only to protect federal buildings and the contents inside, but to protect their occupants and nearby

citizens potentially endangered by violent criminals. These missions also stood to protect the protestors and their rights as citizens to express themselves in a safe environment, while ensuring the federal judiciary could continue to operate unimpeded, as the ultimate mission of the United States Marshals is to protect, defend, and enforce the American justice system.



**Officer safety.**

The USMS identified a need for specialized equipment to enhance officer safety during threat-based deployments where an increased risk of violence towards law enforcement is likely. For example, the USMS researched, identified, and procured specialized ballistic helmets for judicial security operational personnel. The USMS continues to procure and provide low-profile, concealable ballistic vests for all judicial security operational employees.

**ENHANCING THE BUSINESS ENVIRONMENT**

**Facility damage reporting.**

The USMS consolidated data of damage to facilities during violent protest demonstrations. The agency collaborated across divisions and districts, the GSA, and the AOUSC to ensure reporting was accurate. Tracking occurred from May through July, and reports were updated daily as new incidents were confirmed. The agency presented this report to USMS and DOJ leadership, identifying the facility, type of damage, current status for emergency repair, and plan for completing repairs. The report enabled the USMS to identify deficiencies and to assist with budgeting for maintenance and repair projects.





## **GOAL 1: INVEST IN OUR WORKFORCE**

The USMS workforce is the agency's most valuable resource. The purpose of this goal is to determine the human resource needs of the agency; manage the background investigation program; recruit and employ a culturally diverse workforce; provide for the health, safety, and well-being of the workforce; provide opportunities for career advancement, continuing education, and skills development; and promote employee participation in setting the goals, objectives, and business practices of the agency.

The agency is committed to ensuring that its workforce has the right mix of competence, capacity, and empowerment to be successful. Identifying future skill requirements and forecasting the demand is difficult for federal agencies. The USMS will identify core competencies for personnel and will develop comprehensive training plans to mitigate skill gaps, enhance employee developmental opportunities, boost morale, and improve talent retention. Ultimately, the USMS aims to lead by example through prioritizing its human capital and training needs in the same way it exemplifies its law enforcement programs through protection and investigation.

To achieve the agency's goal to invest in its workforce, the USMS developed the following strategic objectives:

- Develop the Workforce Based on Identification of Emerging and Mission-Critical Competencies
- Provide Value-Added Training for All
- Build an Organizational Culture that Attracts and Retains Top Talent
- Identify Opportunities for Automation to Increase the Efficiency of the Workforce
- Strengthen Productivity, Accountability, and Compliance by Refining Management Practices

## MISSION: PROFESSIONAL WORKFORCE

The USMS requires a professional workforce to accomplish its complex and varied missions. The workforce consists of approximately 5,500 employees, 72 percent of whom are law enforcement. Professional, administrative, and technical functions provide the necessary foundation to achieve USMS strategic goals and objectives, execute the mission, and manage its diverse workforce. The agency continues to assess organizational and business structures, evaluate the workforce composition, and ensure the right people with the required skill sets are in the right positions.

The USMS provides relevant, practical, and specialized training for the continued development of leaders within the agency by offering the highest standards of performance through professional, educational, and interagency sources that support and maintain conformity with established strategic objectives and organizational goals. In FY 2020, USMS executive leadership compiled a list of leadership-focused books from suggestions throughout the agency and shared this list for all to benefit and expand their leadership knowledge.

### Strategic Objective: Develop the Workforce Based on Identification of Emerging and Mission Critical Competencies

**Establishing a career ladder and development guide for USMS intelligence professionals.** The USMS published a 59-page career development guide for Intelligence Analysts to assist intelligence personnel and their supervisors in career planning. This guide not only defines required competencies, but also provides the tools to enable USMS managers and leadership to manage staff development and performance consistently and effectively. This approach is efficient, repeatable, scalable, and can be tailored for individual divisions and offices across the USMS.

**Developing Witness Security personnel.** The foundation of successful witness protection is a dedicated, professional, and skilled staff. Acknowledging the importance of investing in the workforce, the USMS developed tools and programs to build skills and advance careers of personnel involved in witness security. In FY 2020, these efforts included the creation of a career path guide for law enforcement officers and a training crosswalk that aligns essential skills and experiences for specific law enforcement and administrative positions to internal and external training offerings. By assessing professional development opportunities for all personnel involved in witness protection, both administrative and law enforcement, the USMS acknowledges the importance of every employee involved in witness security. These resources provide USMS personnel with a route to achieve success in their current roles or advance to new positions where they will become future leaders of the Witness Security Program. Moreover, the career path guide and training crosswalk have the potential to benefit USMS personnel in areas beyond witness security.

**Updating USMS positions.** In the past two years, the USMS undertook transformational grade changes for its law enforcement personnel as well as implemented an updated evaluation process for promotion. In FY 2020, the agency coordinated over 500 updates to position allocations, supporting changes stemming from the Full Performance Level grade 13 initiative, newly approved positions, and other changes approved by agency leadership. Steps were taken to elevate supervisory and management positions, including reclassifying the grade level 14 Supervisory DUSM [SDUSM] position description and competitively selecting 430 SDUSMs nationwide. In addition, the USMS reclassified and implemented new Chief Deputy U.S. Marshal (CDUSM), Regional Fugitive Task Force Commander, and Assistant CDUSM position descriptions.

By fully implementing a competency assessment tool during FY 2020, the USMS made several significant changes to adapt to the new position structure. This included implementing a new competency assessment for grade level 15 positions and updating the grade 14 competency assessment. These competency assessment tools allow USMS operational candidates to interact over the phone with trained role-players who evaluate each candidate on their competencies as they participate in a situation that simulates the responsibilities carried out by USMS managers in the grade for which they are applying. The USMS also adjusted the lateral reassignment process for criminal investigators.

**Recruiting diverse talent to accomplish the Judicial Security mission.** The USMS took a strategic approach to aligning job analysis competencies with desired behavior attributes for its workforce and endeavored to recruit and retain diverse talent based on that alignment. To do so, the agency implemented a behavioral-based approach to interviewing talent throughout the year, using questions drawn from job analysis competencies and structured interview guidelines to identify these attributes in candidates. Concurrently, the USMS intelligence staff shared these desired attributes with partner vendors and encouraged them to follow suit. The USMS hired talent from the private industry, such as Ford, Twitter, the federal intelligence community, and the Defense Intelligence Agency [DIA]. This approach ensures the diversity of thought needed to aggressively pursue threats to the federal judiciary.

**Strategic Objective: Provide Value-Added Training for All**

**Adapting training delivery methods to social distancing requirements.** The agency’s implementation of necessary workplace safety protocols due to the COVID-19 pandemic required the USMS to cancel many in-person courses. To accommodate, the agency maximized the use of virtual training. The USMS conducted 26 professional development courses, resulting in 775 student completions. Additionally, the USMS developed an innovative 3-day DISC for Leaders virtual course, a personal assessment tool used to improve work productivity, teamwork, leadership, and communication. Participants focused on leadership through effective communication skills by understanding their behavior style and adapting to others’ styles. During maximum telework protocols, the agency’s learning management system, LearnUSMS, experienced a 25 percent increase in overall usage. The increased usage shows the success of the agency in furthering the use of LearnUSMS as a repository for training records and as a solution for training delivery.

**MISSION PROGRAM DATA**

Table 1 – FY 2020 USMS Training Conducted

Training Class	Number of Classes	Number of Students
Public Affairs Officer Training	2	27
U.S. Marshals Introductory Training	3	38
Chief Development Program	3	52
Adjunct Instructor Training	4	90
Leadership Through Understanding Human Behavior	4	96
Supervisory Leadership Training	5	89
Pre-Retirement Seminars	5	383
<b>Total</b>	<b>26</b>	<b>775</b>

**Increased efficiency in training new Deputy United States Marshals.** One of the challenges to filling Deputy U.S. Marshal vacancies is the time it takes to prepare, educate, train, and successfully graduate each recruit. The traditional timeline for a class of 48 students is 21 weeks, incorporating 29 courses and 221 course documents. After years of planning and coordination, and the full assessment of all curriculum content, the agency’s revisions and upgrades resulted in a reduction to 18 weeks, incorporating 26 courses and 191 course documents. These efficiencies reduce the cost of each class, thereby providing the USMS flexibility in allocating training resources.

The revised training program integrates two required training courses for DUSMs and eliminates the redundancies that occurred in these programs. This reduction in class time represents a significant time and cost savings for the agency, especially when considering the eight total iterations that are scheduled for FY 2021, saving roughly 24 weeks of time and funding that would have been previously required. This may be the Training Division’s largest and most tangible benefit to the agency in FY 2020. Streamlining the delivery of these program areas resulted in increased available training time for advanced firearms skills and a more efficient approach to areas previously taught by both FLETC and the USMS. The USMS is the first DOJ component to implement an integrated training course of this scale. The Department of Homeland Security

(DHS) Homeland Security Investigations, ATF, and possibly the Air Force Office of Special Investigations are all interested in pursuing an integrated program and are watching the USMS pilot closely.

Additionally, prior to FY 2020, some DUSMs would graduate from basic training and go directly to protective detail assignments. The agency saw an opportunity to add job specific training through a Basic Protective Services Training Program. The USMS designed this program to provide specialized training to district personnel who will conduct Protective Service Operations for designated risk-based and threat-based missions. This course will provide training to over 700 DUSMs spanning a five-year period. Current DUSMs can also opt to take this course as refresher training.

**Revamping protective intelligence training to mitigate threats.** The USMS overhauled its protective intelligence training by mirroring the flow of actual operations and adopting a modern adult learning model. This model consists of short lectures followed by small group discussions, practical exercises, and written tests in critical skills, and then culminates with a weeklong exercise evaluating the application of those critical skills in real-world scenarios. The USMS implemented these changes and completed the overhaul by testing the new training agency-wide. This training ensures students return to their districts with the knowledge, skills, and ability needed to identify, investigate, assess, and mitigate threats to protected persons, facilities, or events immediately upon their arrival. Additionally, the USMS incorporated the preexisting protective investigations training into a virtual platform for all investigators. This course serves as an introduction or a refresher to the new Protective Intelligence Training Course.

**Leveraging resources across agency divisions to mitigate insider threats.** The agency implemented Continuous Evaluation (CE), a personnel security investigative process that reviews the background of covered individuals who have been determined eligible for access to classified information or hold a sensitive position. CE maximizes the use of automated records checks to improve early detection or potential security risks and conducts records checks to supplement existing initial and periodic reinvestigation processes. CE will help mitigate risks posed by insiders who potentially represent a threat to national security by identifying security-relevant information earlier and more frequently than the current reinvestigation cycle. Additionally, CE eliminates the time-consuming process of reinvestigation, which rarely results in a negative outcome.

During implementation of CE, the USMS identified an opportunity to both utilize investigators across the agency as a force multiplier and expand the pool of subject matter experts. This collaboration enabled the agency to develop advanced training to better analyze and address insider threats using a new threat management tool.

### **Strategic Objective: Identify Opportunities for Automation to Increase the Efficiency of the Workforce**

**Automate judicial security resources to maximize training development and deployment.** The process of identifying and deploying judicial security instruction was a manual, reactive process that took significant human resources. The Judicial Security Instructor Cadre (JSIC) tool suite is a relational database system run through SharePoint for coordinating trainings across the country, soliciting, managing, and validating instructor qualifications, and assigning qualified instructors to teach trainings. This tool codified and automated a new business process. The JSIC tool allows the National Center for Judicial Security (NCJS) to maintain, track, and regulate a vetted team of subject matter experts trusted to communicate the principles, application, and execution of various judicial security-related matters nationwide.

**Updating the Employee Assistance Program.** The Employee Assistance Program (EAP) is a comprehensive, valuable resource that helps employees and family members resolve personal problems that may affect their work performance, conduct, and overall well-being. The objective is for employees and their family members to have direct, confidential, round-the-clock access to USMS EAP resources and nationwide counseling and referral service. Prior to FY 2020, EAP case management was a manual, inefficient process burdened with regulatory requirements. The USMS acquired a case management system meeting Health Insurance Portability and Accountability Act requirements which increased automation and efficiency.



Additionally, the EAP is expanding its outreach with regional clinicians to increase employee and family member resiliency, productivity, and wellness within the districts. These resources are planned for New York, New York; Chicago, Illinois; Austin, Texas; and Monterey Park, California. This will allow for greater access to EAP's services across the country, aligned with the program objective.



**MISSION: ACCOUNTABILITY AND INTEGRITY**

Accountability and integrity of agency programs, personnel, and financial activities are top agency concerns. Through the efforts of Internal Affairs and Employee and Labor Relations, the agency investigates allegations of misconduct and integrity violations and provides effective advice and guidance to USMS management and discipline officials on adverse actions resulting from employee misconduct. The Compliance Review program ensures compliance with USMS and DOJ policies and procedures.

**Increasing the agency’s active internal case efficiency.** In FY 2020, the USMS opened 673 new investigations and closed 734 investigations. The agency reduced the number of open cases by 20 percent and reached its lowest active caseload in five years. Misconduct investigations accounted for 92 percent of the caseload, while firearm discharges accounted for the remaining eight percent. The USMS Shooting Review Board adjudicates firearm discharge cases. Employees accounted for 74 percent of cases, contractors 14 percent, task force officers four percent, with other types of subjects, such as impersonators, making up the remaining eight percent.

**MISSION PROGRAM DATA**

Figure 1 – Internal Affairs Caseload

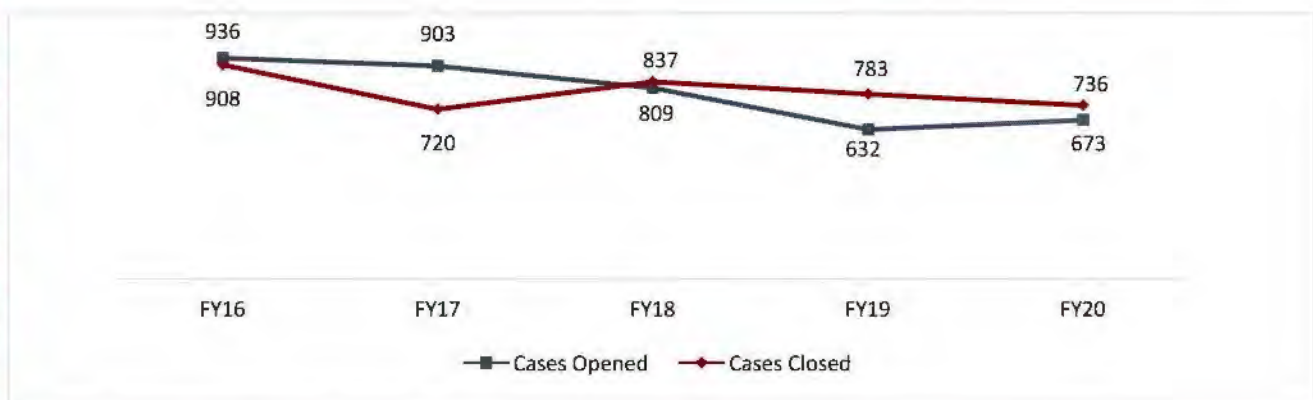
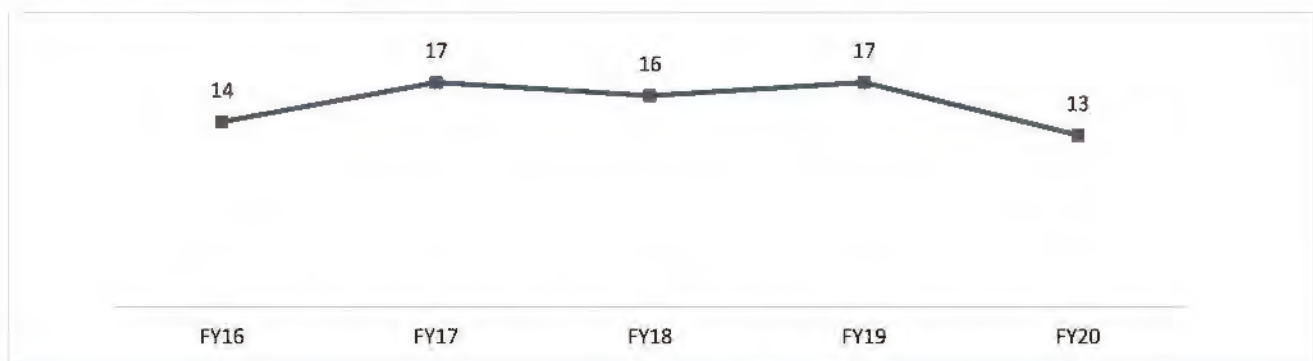


Figure 2 – Compliance Review Assessments



**Strategic Objective: Strengthen Productivity, Accountability, and Compliance by Refining Management Practices**

**Improving compliance inspection efficiency and effectiveness.** In March 2020, the USMS implemented remote inspections to allow for continuity during the pandemic, ensuring USMS programs were in compliance with applicable laws, regulations, policies, and procedures. The remote inspections continued to utilize members of the auxiliary compliance review team dedicated to supporting the inspections.

The on-site compliance inspection process consists of 79 test questions, covering 11 program areas. To determine a remote inspection process, the USMS reviewed the agency's 2019 Compliance Inspection results and prioritized specific reporting categories: Significant Deficiencies, Control Deficiencies, and Area of Concerns in Program/Process Areas. The modifications resulted in a total of 51 test questions to be answered when conducting remote inspections.

In furtherance of process efficiency, districts uploaded the requested material in preparation for the remote inspections and continued to coordinate material exchanges throughout the remote inspections as requested by the inspection teams. During remote inspections, the USMS utilized virtual meetings to effectively communicate with district leadership.

**Establishing the Internal Affairs Collateral Duty Investigations Training Program (IACDITP).** The USMS trained district and division operational staff on how to conduct investigations for allegations made against employees. Rather than IA conducting all investigations for every allegation, districts and divisions conduct investigations for minor allegations likely resulting in a punishment of less than a 14-day suspension. This will reduce IA's workload, accelerate the investigation process, and help support local supervisory efforts.

USMS subject matter experts and officials in the Office of the Director developed and implemented the IACDITP. During the inaugural IACDITP, students learned investigative and interviewing techniques, and appropriate ways to memorialize investigative findings, as well as participated in practical exercises to demonstrate their knowledge. A June 2020 training session successfully trained over 200 operational employees, representing nearly every district, division, and staff office within the agency. Due to positive feedback and requests for additional courses, the agency will be adding future iterations of IACDITP to the LearnUSMS catalog.

**Consolidating and streamlining discipline management.** During FY 2020, the agency targeted the separate, inefficient Internal Affairs and Discipline Management systems to be redesigned. USMS divisions and stakeholders collaborated to develop the new Misconduct Investigations and Discipline Case Management System (MIDCMS) to track all discipline cases in one system. The MIDCMS enables users to record cases from start to finish through all aspects of the discipline management process to ensure compliance with regulations. Throughout each key stage in the process, the system will track how actual timelines compare to target timelines to help identify impediments and potential for improved efficiencies. In addition, the new centralized system will allow managers to view reports and more effectively oversee and track case status and closures.





**U.S. MARSHAL**

## **GOAL 2: STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET**

---

The USMS must manage its investigative resources and invest in strategies that achieve the greatest programmatic gain to increase public protection. The synergistic efforts of USMS investigators, analysts, and administrative professionals ensure the efficient execution of the investigative missions. External partnerships with federal, state, local, tribal, and international law enforcement entities further enhance this synergy and are essential to achieving the mission. The agency's goal is to strengthen and expand the USMS investigative skill set which includes equipping the USMS workforce with the latest training, technology, and tools.

To achieve the agency's goal to strengthen investigations across the mission set, the USMS developed the following strategic objectives:

- Expand Investigative Capabilities through a Combination of Technology and Strategic Partnerships
- Institutionalize USMS Investigative Culture
- Protect Children and Communities through the Rigorous Investigation and Arrest of Noncompliant Sex Offenders

## MISSION: FUGITIVE APPREHENSION

The USMS is the federal government’s primary agency tasked with the fugitive apprehension mission, the execution of which greatly improves public safety by reducing the number of violent offenders in America’s communities. The Fugitive Apprehension mission consists of domestic and transnational fugitive investigations, fugitive extraditions, and participation in the Organized Crime Drug Enforcement Task Forces overseen by the U.S. Attorney General. The USMS has the authority to enforce the Fugitive Felon Act and may assist state and local agencies with their fugitive missions, even in the absence of interstate or other extra jurisdictional flight. Through interagency fugitive task forces, transnational operations, information-sharing programs, and close cooperation with other federal, state, local, tribal, and territorial law enforcement agencies, the USMS facilitates the timely apprehension of dangerous fugitives and helps preserve the integrity of the criminal justice system. The USMS serves as the custodian of all federal arrest warrants until execution or dismissal and maintains a federal fugitive caseload of approximately 50,000 each fiscal year. Over the last decade, the USMS has apprehended or cleared more than 255,000 federal fugitives and 848,231 state and local fugitives.

MISSION PROGRAM DATA

Figure 3 – USMS Federal and Egregious State and Local Fugitives Apprehended or Cleared

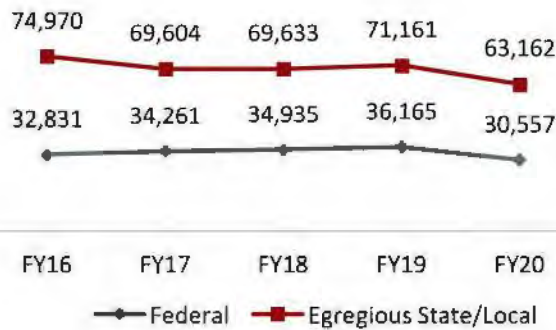
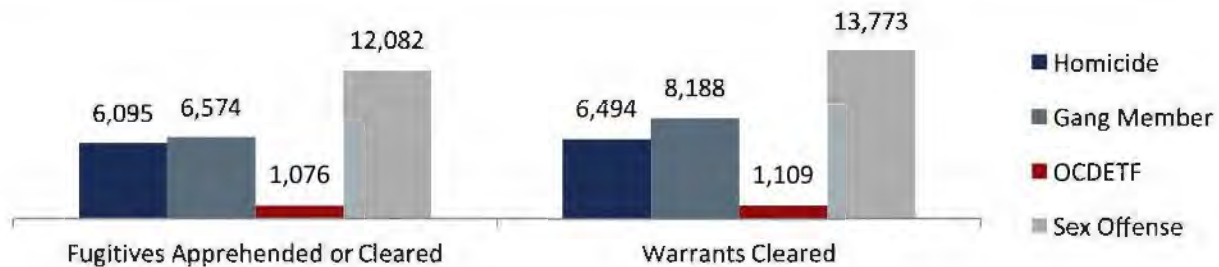


Table 2 – FY 2020 Violent Gang Fugitives Arrested/Cleared, by USMS arrest, by Select Criminal Activity

Criminal Activity	No. of arrests
Homicide	606
Robbery	599
Assault	965
Kidnapping	58
Sex offense	156
Weapons offense	1,293
Narcotics	1,118
<b>Total</b>	<b>4,795</b>

Figure 4 – FY2020 Special Subtotals, USMS Federal and Egregious State and Local Fugitives Apprehended or Cleared



Note: OCDEF stands for Organized Crime Drug Enforcement Task Force

Table 3 – USMS Seizures from Fugitive Investigations, FY 2016 - FY 2020

	Firearms	U.S. Currency (\$)	Vehicles	Narcotics (kg)
FY 2020	4,994	32,774,343	226	3,972.39
FY 2019	4,165	11,898,819	232	1,937.61
FY 2018	4,008	10,325,515	185	3,314.00
FY 2017	3,743	10,054,918	156	1,050.18
FY 2016	3,563	5,602,294	119	7,802.38

### Strategic Objective: Expand Investigative Capabilities through a Combination of Technology and Strategic Partnerships

**Investing in gang enforcement infrastructure.** The USMS developed and implemented mandatory training in FY 2020 to provide personnel assigned to Counter Gang Units (CGUs) and Counter Gang Investigative Liaisons (CGILs) with the foundation to support Operation Triple Beam (OTB) and Operation Washout (OWO) in their respective areas of responsibility. The USMS also provided CGUs and CGILs with access to training from the Federal Bureau of Investigation's (FBI's) Cryptanalysis and Racketeering Records Unit on codes, ciphers, and communications frequently used by gang members to further subject matter expertise of CGU and CGIL personnel and strengthen the partnership between federal agencies.

The USMS continues to provide communities with immediate relief from violent, gang-related crime through the agency's mobile gang enforcement models known as OTB and OWO. The 90 to 120-day OTBs and 7 to 10-day OWOs are conducted in close collaboration with other federal, state, and local law enforcement to disrupt and destabilize gangs in targeted communities across the country, with each agency bringing their specialized skills to the operation. Since the inception of the USMS Gang Enforcement Program in 2010, the models were strategically deployed more than 100 times with 44 percent of the operations conducted and 46 percent of arrests occurring in the last two years. A program record of 31 operations was scheduled for FY 2020; however, COVID-19 presented significant challenges such as reduced manpower, limited jail space, and new transportation procedures. Despite these obstacles, the USMS brought the mobile gang enforcement platform to 25 counties to conduct 18 operations and collectively arrested 2,829 fugitives and seized more than 579 illegal firearms.

**Miami, FL:** Following OTB All Out Blitz in Miami Gardens, Florida, the city saw a 30 percent reduction in crime compared to that same time period the previous year, including a 36 percent reduction in burglaries and 17 percent reduction in aggravated assaults.

**Phoenix, AZ:** During OTB Snake Eyes in Phoenix, Arizona, the USMS seized approximately 3,000 counterfeit "M30 pills" cut with Fentanyl. Due to COVID-19 and the decrease of methamphetamine and heroin being trafficked in from Mexico, these M30 pills have been the main narcotics in the streets of Phoenix. This successful OTB also resulted in 140 arrests and the seizure of 131 firearms and \$145,831 in illicit currency.



**Albuquerque, NM:** The USMS concluded OTB Albuquerque in October 2019, the agency's second OTB in New Mexico. By leveraging federal, state, and local partnerships cultivated during OTB Las Cruces in FY 2019, the USMS arrested 327 fugitives, a 47 percent increase over the first operation, and seized 43 firearms, 31 stolen vehicles, \$50,000 in currency, more than 50 pounds of methamphetamine, four pounds of heroin, and two pounds of cocaine.

**Washington, D.C.:** The USMS partnered with the D.C. Metropolitan Police Department and other state and local agencies during OWO D.C. to address the increased violence in the D.C. area. The number of homicides occurring in the district was at a 10-year high in 2019, with 2020 on pace to exceed that number. The district's U.S. Attorney called on the DOJ to combat the violent crime. The USMS Capital Area Regional Fugitive Task Force (CARFTF) initiated OWO D.C., which resulted in 164 arrests, including 18 gang members, and 12 firearm seizures. Following the collaborative success, CARFTF launched a Counter Gang Unit in D.C. to continue the targeted pressure on the criminal organizations operating within the nation's capital.

**INVESTIGATING  
DAMAGES CAUSED  
BY VIOLENT  
PROTESTORS**

The Pacific Southwest Regional Fugitive Task Force partnered with the Los Angeles Police Department and other federal, state, and local law enforcement agencies to create the SAFE LA Task Force. The Task Force was created to identify individuals involved in more than \$1 billion worth of damages to Los Angeles and the surrounding metropolitan areas during the period of civil unrest. The USMS arrested 23 individuals and will continue to pursue others as a part of this initiative.

**Strengthening law enforcement and industry partnerships.**

**Cold Case Working Group:** In FY 2020, the USMS formed a working group to examine best practices and emerging technology that can be applied to cold fugitive cases. The USMS closes more than 90 percent of newly arriving cases within one year; however, the very small number of cases which remain unsolved each year have accumulated and grown to represent a significant portion of the federal warrant workload. The working group will leverage the experience and skillsets of both district and headquarters personnel to identify best practices and develop strategies such as the use of media partnerships, familial and associate networks, and other forensic technology to increase the effectiveness of investigating cold fugitive cases.

**Missing and Murdered Indigenous Persons (MMIP) Initiative:** In November 2019, the U.S. Attorney General launched the MMIP Initiative to address critical issues surrounding missing and murdered Native Americans. This three-part national strategy focuses on DOJ responsibilities in Indian Country. To carry out the work of both the Attorney General's initiative and the Task Force, the DOJ created the MMIP Working Group to bring together key federal stakeholders from the Bureau of Indian Affairs-Office of Justice Services, and various DOJ components to develop best practices and model protocols and procedures to apply to new and unsolved cases of missing persons in American Indian and Alaskan Native communities. The USMS is a participant in the MMIP Working Group and is supported by members of the Sex Offender Investigations Branch and three USMS districts located near Indian Country and concentrated Native American populations.

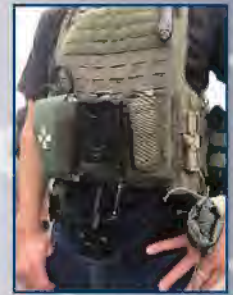
The DOJ and White House aim to develop a framework for federal law enforcement's involvement in missing person cases involving Native American Indians on tribal land where federal jurisdiction exists for crimes delineated in the Major Crimes Act. During FY 2020, the USMS provided representation on the MMIP Training Working Group, a subgroup of the MMIP Working Group. The purpose of this MMIP Training Working Group is to identify training and resources with the assistance of the DOJ National Advocacy Center (NAC) Training Platforms, DOJ's National Indian Country Training Initiative, and additional NAC resources to enhance the capacity of tribal and federal law enforcement officials in their MMIP related efforts. Since the enactment of the Sex Offender Registration and Notification Act, the USMS has worked extensively with tribal law enforcement entities across Indian Country. As a result, the USMS is particularly well-positioned to leverage these relationships to further the mission of finding missing children in Indian Country.

**Increasing investigative capability and efficiency.**

**Body-Worn Camera (BWC) Pilot Program:** On October 28, 2019, the Attorney General announced the launch of a pilot program for the use of body-worn cameras by federally deputized task force officers. This program addresses the interests and priorities of USMS state and local partner agencies that require their officers to wear body-worn cameras, and who have requested their officers wear them while serving on federal task forces. The USMS BWC Pilot Program ran from November 1, 2019 to September 1, 2020, and was carried out in three cities: Detroit, Michigan; Houston, Texas; and Wichita, Kansas. During



the pilot, the USMS processed approximately 277 videos using Axon's Evidence.com portal, which required approximately 148 cumulative hours to analyze. The creation of the video retention system and program framework required months of collaboration between the USMS and pilot partner agencies. These processes will lay the foundation for future BWC expansion to other Task Force partners, and any future BWC requirements for the USMS. Additionally, this program fosters the agency's Task Force relationships. The pilot allowed the USMS to utilize the recorded video to dispute complaints and validate tort claims with the USMS. This has led to completed investigations at record speed, and greatly reduced the amount of work hours required for these types of investigations.



**ASSESSING THE IMPACT OF THE SUPREME COURT DECISION IN MCGIRT V. OKLAHOMA**

On July 9, 2020, the Supreme Court issued a monumental decision affecting law enforcement and criminal prosecution within the State of Oklahoma as it pertains to Native Americans. In *McGirt v. Oklahoma*, the Supreme Court ruled that Native Americans committing violent offenses are not subject to the jurisdiction of the Oklahoma State courts and must be prosecuted by the federal government or the Indian tribe of which they are a member.

Given the transfer of jurisdiction for violent offenses that were historically prosecuted by the state, the number of prisoners received into USMS custody in the federal judicial districts comprising the state of Oklahoma is expected to substantially increase. The USMS expects a large influx of prisoners beginning in FY 2021 due to new cases now under federal jurisdiction as well as new trials for those previously convicted in the State courts. To accommodate the expected increased detention population, the USMS negotiated an intergovernmental agreement with the city of Cushing, Oklahoma, to use a 1,692-bed correctional facility recently vacated by the Oklahoma Department of Corrections. This new facility will also serve as a transportation hub for JPATS.

**Unmanned Aircraft Systems (UAS) Pilot Program:** In FY 2020, the USMS concluded the operation phase of its UAS Pilot Program. The Pilot Program formalizes a program framework for prospective nationwide USMS deployment to establish clear guidance on UAS technology, standardize integration, enhance operational effectiveness, and ensure safety of operation. UAS operators throughout the USMS flew 210 training and operational missions in support of District and Regional Fugitive Task Forces, providing real-time tactical intelligence to team members on the ground. The UAS team completed the operational phase of the pilot program during the COVID-19 pandemic, with the program review collaboration meetings occurring virtually. UAS technologies represent innovative tools that can provide public safety agencies with a cost-effective force multiplier that adds flexibility to mission support, provides real-time situational awareness, enhances officer safety, and yields life-saving benefits. The USMS UAS program continues to be a leader amongst DOJ partner agencies in operational experience, training program development, and intergovernmental cooperation.



On March 31, 2020, in Empire, Alabama, a UAS operator provided overwatch of a suspected fugitive location while the arrest team made contact at the door. Prior to entry, the fugitive escaped through the back door into a wooded area. Utilizing onboard camera systems, the UAS operator observed the fugitive's escape and guided the arrest team to the fugitive's location in the woods, where the fugitive was arrested without incident. UAS operators also deployed during Operation Relentless Pursuit, Operation Legend, and in support of the USMS mission during the nationwide civil unrest in Summer 2020.



## MISSION: INTERNATIONAL PARTNERSHIPS AND SUPPORT

The USMS protects the public from transnational fugitives through coordinated enforcement efforts with foreign and domestic law enforcement by directing, coordinating, and initiating investigations conducted by USMS personnel, its federal, state, and local task force partners, and foreign law enforcement agencies; managing USMS Foreign Field Offices and supervising extraterritorial investigations; assisting with and executing the U.S. government's extradition program; and developing strategic partnerships with foreign authorities to enhance the capabilities of international enforcement missions.

In FY 2020, the USMS performed international enforcement activities in more than 64 percent of the world's nations through investigations and removal missions, despite having permanent foreign presence in only four countries. The USMS closed 1,176 transnational fugitive investigations requiring investigative coordination with 126 countries and territories, and managed and executed 570 removal missions through coordination with 65 foreign nations.

### 15 Most Wanted Arrests:

**Mexico:** On May 9, 2020, Mexican authorities arrested Jeffrey Winston Forrest in Zapopan, Jalisco, Mexico. The Taylor County, Texas, Sheriff's Department wanted Forrest for two counts of aggravated sexual assault of a child, bail jumping, and failure to appear. In 2015, charges were filed against Forrest when four victims came forward and accused him of repeatedly sexually assaulting them from the ages of 8 to 15. Investigators believe he used his position as a youth minister at several different churches to gain access and groom his victims. On April 2, 2015, Forrest was arrested on two counts of aggravated sexual assault of a child. Following his arrest, Forrest was released on bond and a trial date was set for August 29, 2016, but Forrest failed to appear for his trial. After his arrest in Mexico, he was deported and brought back to the Northern District of Texas to face his charges.

On October 2, 2019, Mexican authorities arrested Corey Deshawn Gaston, who had been on the run for over 12 years, near Guadalajara, Mexico, based on information developed by the USMS Mexico Foreign Field Office. The Detroit, Michigan, Police Department wanted Gaston on numerous charges including first- and second-degree criminal sexual conduct against a child under 13, kidnapping, home invasion, and child enticement. On June 27, 2007, Gaston allegedly crawled through a bedroom window of a Detroit home and kidnapped a 10-year-old girl, sexually assaulted her, and threatened to hurt her before instructing her to return home. Within days of the attack, a warrant was issued for Gaston's arrest, but his whereabouts were unknown. In July 2007, the USMS tracked Gaston down in Georgia and returned him to Michigan. Gaston was granted bond in August 2007 pending his February 2008 trial date. When the trial date arrived, Gaston was a no-show and once again became a fugitive. Following his arrest in Mexico, Gaston was returned to the Eastern District of Michigan to face his charges.

**Jamaica:** The USMS Jamaica Foreign Field Office extradited Leroy Headley to the District of Vermont in February 2020 following his arrest in Negril, Jamaica, by the Government of Jamaica. The South Burlington, Vermont, Police Department wanted Headley for the 2018 murder of his girlfriend and mother to his children. He was also wanted by the Chittenden Unit for Special Investigations for the sexual assault of two minors and by the USMS District of Vermont for unlawful flight to avoid prosecution.

### PARTNERING WITH LOCAL LAW ENFORCEMENT

The Carolinas Regional Fugitive Task Force located and arrested Darius Sessoms on August 10, 2020, on charges of first-degree murder in connection with the shooting of a 5-year-old boy who was playing outside his home. Working with law enforcement partners from the Wilson Police Department, Goldsboro Police Department, and Wayne County Sheriff's Department, the USMS located Sessoms hiding out in a trailer located in Goldsboro, North Carolina, and arrested him without incident.

**Advancing USMS interest abroad.**

**Mexico Anti-Crime Initiatives:** In FY 2020, the USMS Mexico Foreign Field Office engaged in many high-level initiatives led by the DOJ and the U.S. Attorney General. These initiatives were joint USMS-Mexico efforts to combat transnational criminal organizations and the trafficking of arms and drugs. Beginning in the first quarter and continuing throughout the year, the USMS participated in several strategy and Lines of Effort meetings with the Attorney General and its DOJ law enforcement partners. These meetings resulted in bilateral efforts to coordinate missions and to encourage cooperation from the Government of Mexico. These efforts caused a significant increase in extraditions from Mexico to the United States, which the USMS led and coordinated. In July 2020, the USMS apprehended César Duarte Jaquez, the former Governor of the Mexican State of Chihuahua. He fled Mexico after being charged with fraud and corruption and had been on the run for over three years until his arrest in Miami by the USMS. This apprehension of a major foreign fugitive not only strengthened the USMS's relationship with the Government of Mexico but also solidified the USMS's reputation as a strong partner for fugitive-related matters in Mexico.

**Global Partnerships:** In FY 2020, the USMS continued to reinforce and expand relationships with international partners. The USMS conducted multiple liaison missions globally, providing capacity briefings and dialogues on international investigations. One of these endeavors led to partners from the Croatian police traveling to the United States to observe USMS operations. This cross-training shares best practices of fugitive investigation techniques and provides further understanding of each country's criminal procedures and other geopolitical factors. In an effort to streamline and enhance international investigations, the USMS continuously strives to build international law enforcement partnerships. One of these newly established partnerships was a direct bilateral partnership with Israel Police. This partnership led to a substantial increase in cases.

In Guyana, the Department of State requested the USMS attend the scheduled Law Enforcement Working Group in Georgetown, which is attended by other regional U.S. law enforcement participants who do not have a permanent presence at the post. The USMS has worked with the Guyanese Attorney General, members of the Guyana Police Force, and communal members of the Department of Public Prosecution to further enhance relationships and investigations. Due to this increased cooperation, there has been bilateral extradition success between the United States and Guyana. The USMS saw a case through to extradition from Guyana for the first time in almost 10 years and deported a wanted fugitive to Guyana. Through enhanced program outreach and targeted liaison efforts, the USMS saw increased enforcement cooperation from Armenia, Argentina, Croatia, Cyprus, Ecuador, Israel, Malta, Philippines, Thailand, and the United Kingdom.

**Removal Missions:** Although most of the world was under travel restrictions during COVID-19, the USMS continued to conduct removal missions to successfully ensure the obligations of the Nation and the USMS were fulfilled. The limited flexibility of treaty deadlines, litigation, and custody matters seen at the onset of the pandemic grew more and more rigid. Foreign governments were less willing to extend removal deadlines and more inclined to release subjects from custody if extension requests were made.

Among other challenges during the pandemic, foreign governments required personnel to provide COVID-19 test results prior to arrival and required quarantine during any time in-country. Limited visas and border and travel restrictions created complications obtaining necessary visas, and often required lengthy host-government exemptions and advanced notice. Transit country options were reduced, resulting in difficulties coordinating mission logistics and flight plans. The USMS made efforts to group removal missions geographically when treaty deadlines could be aligned, but logistics were increasingly complicated because they involved multiple districts, cross-country governmental cooperation, considerably shortened timelines, and advanced planning.

Despite these challenges, the USMS safely conducted 570 removal missions in FY 2020, compared to 846 in FY 2019 during normal operations. To reduce exposure and maximize safety, and due to a reduction in reliability and availability of alternatives, the USMS conducted operations using chartered aircraft, which increased extradition costs. To maintain international operations, rapid adjustments to procedures leading up to and during removal missions were implemented. These changes focused on limiting USMS personnel exposure, allowing for reliable and secure methods of transit, and offering additional assurances to foreign counterparts and foreign governments.



## MISSION: PROTECTING AMERICA'S CHILDREN AND COMMUNITIES

In FY 2020, the USMS led 281 sex offender operations in conjunction with federal, state, local, tribal, and territorial law enforcement partners, a 31 percent decrease from FY 2019, due to COVID-19 shelter-in-place orders and travel restrictions. During these operations, the USMS assisted law enforcement partners with 52,738 compliance checks. The number of compliance checks was down 16 percent in FY 2020 from FY 2019.

MISSION PROGRAM DATA

Figure 5 – Noncompliant Sex Offender Investigations

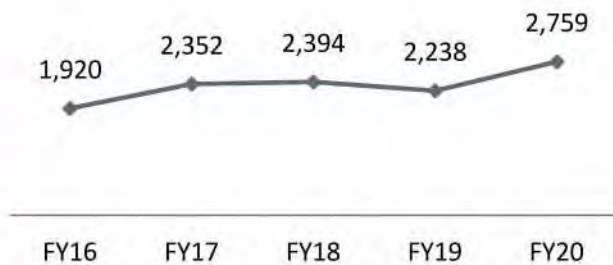
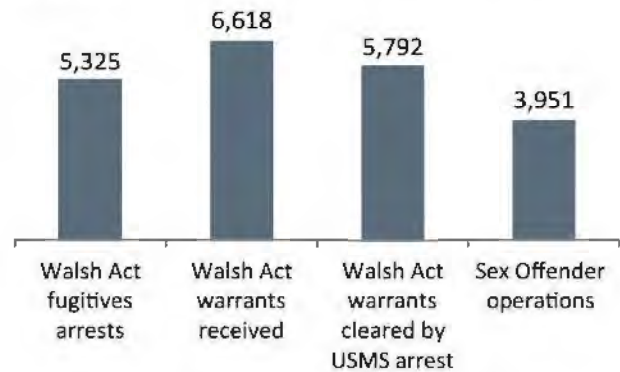


Figure 6 – Adam Walsh Child Protection and Safety Act activities (FY 2006-2020)



### Strategic Objective: Protect Children and Communities through Rigorous Criminal Investigations, Prosecutions, and Enhanced Outreach

The USMS is the lead federal agency responsible for the enforcement of the Adam Walsh Child Protection and Safety Act. In FY 2020, the collaborative efforts of the USMS and its federal, state, local, tribal, and territorial partners, strengthened its commitment to keeping children safe through a combination of training, enforcement, and proactive targeting.

**Implementing USMS responsibilities under the International Megan’s Law.** In FY 2020, the USMS received, processed, and directed more than 1,343 international travel notifications received from state and jurisdictional sex offender registries to the International Criminal Police Organization (INTERPOL), representing a 37 percent decrease from FY 2019. Additionally, the USMS vetted the current sex offender registration status of more than 2,000 sex offenders who traveled internationally, which is approximately 42 percent fewer than FY 2019. In FY 2020, the USMS opened more than 189 investigations of federal sex offender registration violators, traveling internationally without providing notification. This is an approximate 10 percent increase over FY 2019 despite international travel restrictions due to COVID-19.

**Failure to Register:** On March 4, 2020, the USMS arrested Kenneth Nicholas Petty in Los Angeles, California, for Failure to Register as a sex offender under 18 U.S. Code § 2250. Petty was referred to the USMS by the New York City Police Department (NYPD) Sex Offender Monitoring Unit as a noncompliant level 2 sex offender who departed the United States twice in March 2019 without notifying the New York Sex Offender Registry of his international travel. In 1995, Petty pleaded guilty to one count of attempted rape in the first degree in Queens County, New York. The female victim was 16 years old and Petty was armed with a knife at the time of the incident. Petty was sentenced to 18 to 54 months in New York state prison. As a result of his conviction, Petty has a lifetime requirement to register as a sex offender in any state in which he resides. In June 2019, the NYPD received a tip from the public advising of Petty flying from New York to California on a private jet. The NYPD forwarded the tip to the USMS as an International Megan’s Law investigation. In addition to the sex offense conviction, investigation into Petty’s criminal history revealed a prior conviction for manslaughter. Further investigation determined that sometime after December 15, 2018, Petty was believed to have traveled interstate to California where he resided.

On February 25, 2020, Petty was indicted in the Central District of California for one count of failing to register as a sex offender in violation of 18 U.S. Code § 2250(a). On March 4, 2020, Petty surrendered and was processed and arraigned for the charges set forth in the indictment. Petty was released on \$100,000 cash bond with a monitoring bracelet, curfew, and legal marijuana and other drug restrictions.

**Cold Case Fugitive and Adam Walsh Act Investigation:** The USMS arrested James Meece in July 2020 after 18 years of eluding capture for state charges of failure to register as a sex offender and parole violation. Meece was originally convicted in Michigan in 1991 of second degree criminal sexual assault for the molestation of the 9- and 12-year-old daughters of his then-girlfriend. Following a term of imprisonment and his ultimate parole in 1999, Meece absconded, and a parole violation warrant was issued for his arrest. The Michigan State Police obtained an additional warrant the following year charging Meece with failure to register as a sex offender. A USMS investigation revealed Meece was arrested in 1980 and charged with kidnapping, robbery, rape, and sodomy. Additionally, over the course of many decades, Meece falsely posed as a U.S. Army Green Beret, Vietnam veteran, prisoner of war, Central Intelligence Agency agent, FBI agent, U.S. Marshal, and other law enforcement agents to gain the trust of women and others he would later defraud.

The USMS also discovered that Meece married a woman in 2001 and took extensive steps to keep the marriage concealed. During an interview in 2019, Meece's wife first denied knowing him and then later claimed she had not had contact with him since 2004. In July 2020, the U.S. District Court for the Central District of California issued a search warrant for the residence of Meece's wife. During the execution of the search warrant, Meece was located and arrested. Items found during the search included a sniper rifle, numerous identity documents under several aliases, fraudulent military uniforms and insignia, and law enforcement identification cards and badges. The U.S. Attorney's Office is not pursuing charges against Meece's wife given speculation that she too was a victim of the subject's deception for many years. Meece was returned to the custody of the Michigan Department of Corrections in October 2020.

**Cruise Line Operation:** The globalization of crime and mobility of fugitives requires an intensive effort from law enforcement to address the increasing number of fugitives wanted by the United States who flee to a foreign country to avoid prosecution or incarceration and those wanted by a foreign nation but are believed to be in the United States. Included in this category are those sex offenders who look to exploit loopholes to subvert the legal system. To combat the everchanging landscape, the USMS uses extensive contacts domestically and abroad to share information about offenders traveling to commit malicious acts.

In FY 2020, the USMS continued to monitor sex offenders traveling by cruise line and discovered that 13 percent of all traveling sex offenders were traveling unmonitored on a cruise line and being admitted to countries that would not normally allow them had their respective customs agency known of the offender's prior conviction. As a result of this finding, the USMS, in collaboration with its partners, successfully made 143 timely international cruise line notifications. One of the goals of the Cruise Line Operation is to share as much information as possible with the cruise line to make them better aware and equipped to handle these situations. Cruise lines can now make their onboard security aware of the offender to better protect the ship's population. Through contacts at the DHS, U.S. Coast Guard, and INTERPOL, the USMS notified all applicable ports of call, most times blocking the offender from disembarking the ship. Keeping noncompliant offenders on the ship prevents the offender from fleeing to another country in order to avoid detection and/or prosecution.

**Increasing USMS outreach and initiatives related to missing, endangered, or abducted children.** In FY 2020, the USMS expanded its partnership with state and local partners in the Interdiction for the Protection of Children (IPC) program. This training provides officers with techniques for recognizing indicators of child sex trafficking and other forms of abuse and exploitation. In FY 2020, an interagency cadre of instructors

taught 435 students worldwide from 60 agencies. This program led to the rescue of 62 children.

In FY 2020, the USMS contributed to the recovery of 387 missing children, a 41 percent increase compared to FY 2019. The USMS assisted in resolving 13 missing child investigations in which the child was located outside of the United States. The Missing Child Program continued to build its national roster of Missing Child Unit-trained investigators by hosting a specialized training course specific to the investigation and recovery of critically missing children, as well as led seven missing child operations working collaboratively with its federal, state, and local partners. Since the Missing Child Program inception in 2005, there have been 1,949 cases in which the USMS has contributed to the recovery of a missing child. Of the missing children recovered from July 2015 to September 2020, 66 percent were recovered within seven days of USMS assistance with a case.

**MISSING CHILD RECOVERY  
HIGHLIGHT**

During Operation Not Forgotten, the USMS recovered a 17-year-old missing female who was a suspected victim of child sex trafficking. Numerous active sex advertisements featuring the child had been posted on multiple solicitation websites. On August 4, 2020, USMS investigators received information on the child's whereabouts that led them to a motel in College Park, Georgia. The USMS, in conjunction with the Georgia Office of the Attorney General Human Trafficking Division, successfully recovered the child from the hotel room. The Human Trafficking Unit of the Georgia Attorney General's Office adopted the case shortly after the recovery. Interviews with the victim revealed she had been trafficked beginning at the age of twelve. Pursuant to the investigation, the Human Trafficking Unit identified four traffickers. The child successfully picked each trafficker out of photo lineups. In addition, multiple buyers who purchased sex from the minor are under investigation.

**FY 2020 USMS Missing Child Operations:**

**Operation Not Forgotten:** In FY 2020, the USMS Missing Child Unit and Southeast Regional Fugitive Task Force conducted Operation Not Forgotten in conjunction with the National Center for Missing and Exploited Children (NCMEC) and Georgia state and local agencies. The two-week operation in Atlanta and Macon, Georgia, resulted in the recovery of 26 children and location of 13 children, 15 of whom were suspected victims of child sex trafficking. The USMS arrested nine individuals and cleared 26 warrants. Seizures included six firearms, 8.7 grams of cocaine, and 386.8 grams of marijuana. These missing children were some of the most at-risk and challenging recovery cases in the area, based on indications of high-risk factors such as child sex trafficking, child exploitation, sexual abuse, physical abuse, and medical or mental health conditions.

**Operation Homecoming:** From August 31 to September 12, 2020, the USMS partnered with Indianapolis Metropolitan Police Department and the NCMEC to recover eight highly endangered missing children in the Southern District of Indiana. The operation resulted in one arrest for alleged crimes related to parental kidnapping, intimidation, weapons possession, and custodial interference. The children, between the ages of 6 and 17, were some of the most at-risk and challenging recovery cases in the area.

**Operation Safety Net:** During August and September 2020, the USMS, with the assistance from NCMEC and state and local law enforcement in the Northern District of Ohio, conducted Operation Safety Net, a USMS initiative focused on recovering highly endangered missing children in Cuyahoga County and



the Greater Cleveland area. The operation resulted in the recovery of 35 of 40 critically missing children between the ages of 13 and 18. More than 20 percent were connected to human trafficking; those cases were referred to the Human Trafficking Task Force in Cuyahoga County. The USMS and its partners continue to work on the remaining five cases.

**Operation Summer Rescue:** During August and September 2020, the USMS assisted the Louisiana State Police, New Orleans Police Department, and Jefferson Parish Sheriff's Office with the recovery of 11 missing children as part of Operation Summer Rescue. The primary goal of this missing child operation was to focus on cases in the Eastern District of Louisiana [E/LA] involving a suspected crime of violence, or where law enforcement identified factors indicating an elevated risk to a missing child.



## MISSION: INTELLIGENCE INVESTIGATIONS

The USMS intelligence mission supports investigations and threat mitigation primarily through a combination of traditional and cyber investigation, application of analytic tradecraft throughout the Intelligence Cycle, counter surveillance, and surveillance detection. The USMS provides direct support to field investigators and headquarters components to ensure all threats are investigated and fully mitigated in a timely fashion.

### Strategic Objective: Expand Investigative Capabilities through a Combination of Technology and Strategic Partnerships

**Improving investigations through key intelligence products.** To enhance analytic support to district investigations and protection details—the USMS revised two key intelligence products, the Intelligence Report and the Threat Assessment Report series. The Intelligence Report identifies information that is known, assumed, and missing in specific threat scenarios and is used to drive investigative planning. The Threat Assessment series analyzes specific threat actor behavior to determine motive, intent, and ability to carry out attacks and intrinsic and extrinsic threat factors that impact threat landscapes. The revisions made to these products serve to accelerate investigative timelines and understanding of current threat landscapes by packaging complex information in a digestible manner.

#### PROTECTIVE INVESTIGATIONS SAVE LIVES

In February 2020, the USMS processed information concerning a direct threat against an E/LA judge and immediately began conducting intelligence research in support of district efforts to identify and locate the subject. Within 72 hours, the USMS, FBI's Joint Terrorism Task Force, Military Operations Support Team, and the USMS Gulf Coast Regional Task Force identified and located the threat actor and facilitated his arrest in Mississippi.

The agency implemented multiple commercial software platforms and incorporated associated advanced technology in its support to district threat investigations. This technology is used to track and control USMS and protected personnel involved in counter-surveillance operations and to review web-based content in near real-time for potential and emerging threats towards USMS protected persons, facilities, and events. These platforms allowed for the proactive identification of threats, enhancing USMS capability to perform investigative functions. This technology has proven invaluable to enhancing protective investigations, especially during the periods of civil unrest, and has supported protective operations as well as the fugitive mission.

The USMS collaborated with the DIA to identify a solution to replace the agency's labor-intensive, single-use, manual searches of individual data sources with an automated, persistent, simultaneous search of thousands of sources. Think Analyze Connect (TAC) is a government off-the-shelf analytic solution developed by the DIA. TAC is a web-based data discovery and visualization tool that can be accessed on unclassified and classified networks. As a common platform for federal, state, and local law enforcement and intelligence agencies, TAC connects the USMS's Office of Protective Intelligence (OPI) into a large community of users.

**Protecting against emerging technology threats.** The USMS's NCIS began tracking incidents involving UAS and established a counter-UAS working group that led to their vital role in drafting and submitting a request for a Temporary Flight Restriction over the Portland Federal Courthouse. The agency conducted a pilot Vulnerability Assessment Training Program (VATP) in September 2020 in the Washington, D.C., metropolitan area. The USMS created the VATP to assist Judicial Security Inspectors, Office of Protective Operations Senior Inspectors, and other protective personnel with conducting residential vulnerability assessments, route analyses, and courthouse security assessments. The VATP alleviates the need for USMS personnel to seek training from other agencies.

**Leveraging partnerships to provide superior protection.** The NCJS established a working group, consisting of the Navy Judge Advocate General (JAG), Marine Corps JAG, Naval Criminal Investigative Service, and DOD physical security specialists to provide expertise and work closely with the Navy JAG Corps and Marine Corps on courtroom and entry point security which helped facilitate a request for additional security personnel and equipment. Additionally, the agency spearheaded an effort to modernize JSD's data collection network by enlisting the assistance of the University of Nebraska to assess the utility and quality of the agency's existing case management systems. The University devised a quality assessment system for the data based on numerous focus-group sessions. The University presented the results to the USMS in the form of a white paper and will formalize these findings in a manuscript for publication in a peer-reviewed academic journal and formal presentation at a national conference.

The USMS worked with a DHS Homeland Security Information Network (HSIN) Mission Advocate to have its own Community of Interest within the DHS HSIN. The Community of Interest allows the USMS to share its Standing Information Needs with the Intelligence Community and all 52 fusion centers at the classified and unclassified level. In addition, the agency's HSIN page provides a production tracking tool, Request for Information capability, and a virtual situation room.

The USMS also participated in two key committees this year—the Domestic Terrorism Executive Committee (DTEC) and the President's Commission on Law Enforcement and the Administration of Justice. This participation led to an agreement enabling greater collaboration and effective information-sharing between agencies regarding the domestic terror threat. This collaboration synchronized and targeted violence prevention programs enabled USMS analysts' inclusion into every primary and recognized fusion center.

Furthermore, the USMS embedded its first Senior Inspector within the FBI Behavioral Threat Analysis Center (BTAC) to enhance cooperation and collaboration. The objective is to maximize the resources of the USMS and BTAC to prevent targeted violence through the application of behavior-based operational support, training, and research.







## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

---

The USMS is responsible for providing a safe and secure business environment in support of the rule of law. To accomplish this, the agency continuously manages threats, risks, and vulnerabilities. These efforts provide a tailored, intelligence-driven protection, enabling the identification and mitigation of threats and vulnerability risks before threats to the judicial process can compromise them. The agency will characterize this goal's success through a consistent and principled approach to addressing security matters and the level of risk as determined by accurate prioritization of resources. This prioritization will occur across protective operations and security programs, with demonstrable impacts in risk. Mitigation, threat prevention, and deterrence minimize the occurrence of incidents that could result in disruption to the judicial process or loss of life. The objectives of this goal support best practices, innovation, intelligence, and increased collaboration, both internal and external to the USMS, to keep people and places safe.

To achieve the agency's goal to safeguard against security threats and ensure safety through innovation, the USMS developed the following strategic objectives:

- Mitigate Officer Safety Risk across all Mission Areas
- Identify, Deter, and Prevent Harm to Protected Persons through Forward-Looking, Risk-Based Approaches to Protection and Intelligence
- Promote Intelligence Sharing and Collaboration
- Strengthen the Agency's Ability to Protect Sensitive and Vital Information, Technology, and Infrastructure against Threats
- Deliver Secure, Modern, and Efficient Prisoner Detention and Transportation Operations

**MISSION: LAW ENFORCEMENT PERSONNEL SAFETY**

USMS protective, investigative, and detention missions place operational personnel, along with various law enforcement partners, in situations with a potential for violence. Ensuring the safety of law enforcement personnel and America’s communities is paramount to the agency.

**MISSION PROGRAM DATA**

Figure 7 – Special Operational Hours Dedicated to High-Threat and Emergency Situations

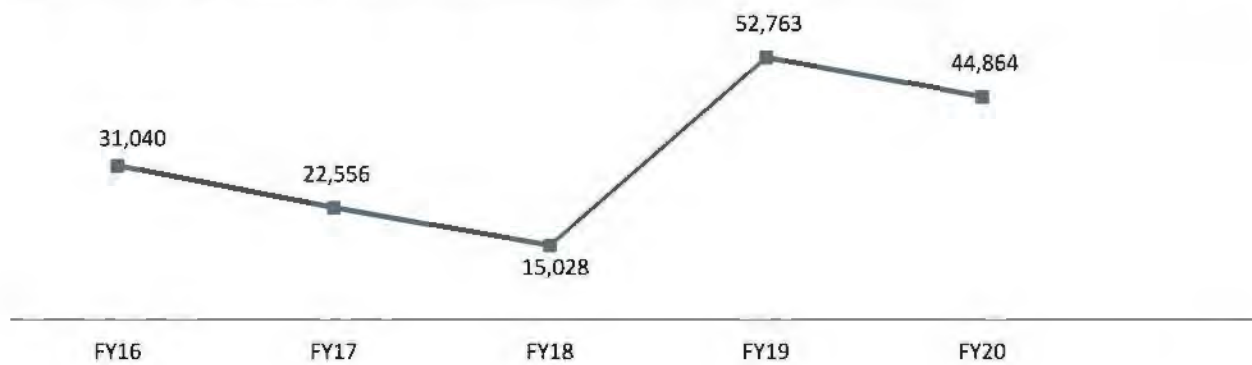


Table 4 – USMS Officer Safety Training Statistics

USMS Courses	USM	Non-USMS	Total Trained
Firearms Instructor Training Program	23	0	23
Less-than-Lethal Instructor Training Program	24	0	24
High-risk fugitive apprehension (HRFA)	45	26	71
Division/ District Training	191	233	424
<b>Total</b>	<b>283</b>	<b>259</b>	<b>542</b>

**Strategic Objective: Mitigate Officer Safety Risk across all Mission Areas**

**Supporting the Tactical Training Officers program.** The Law Enforcement Safety Training Program (LESTP) Branch offers a formal, long-term safety training program to mitigate risk to operational personnel. The program provides training, funding, coverage for Tactical Training Officers (TTOs), an advanced training program on HRFA, and a resource strategy for armor or protective equipment requirements. During FY 2020, the LESTP Branch supported 30 districts and divisions with Officer Safety Training, funding, and equipment. The agency completed only three LESTP HRFA classes due to COVID-19 social distancing constraints. The branch supported several USMS initiatives, such as the targeted enforcement operation, Operation Relentless Pursuit, in seven cities and trained 150 DUSMs in Kansas City, Missouri, in support of Operation Legend, a national violent crime reduction initiative. Eighteen current TTOs attended a Vehicle Close Quarters Battle [VCQB] Instructor Certification Course sponsored by the branch, with an additional 32 Regional Fugitive Task Force (RFTF) personnel trained in VCQB.

National statistics indicate 60 percent of law enforcement shootings take place in close proximity to vehicles. The LESTP Branch partnered with the Carolinas Regional Fugitive Task Force to train over 50 instructors and students in VCQB from March 8 through March 20, 2020. The USMS sponsored 18 current TTOs to attend the VCQB Instructor Certification course, with the support of the Rutherford County Sheriff’s Office and the use of their range.

### GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

Instructors are trained in an evidence-based methodology to identify trends and patterns in short-duration, high-intensity, and close-range violent encounters in and around vehicles to assist in the development and design of drills and skillsets that can be shared with the field.



The VCQB course teaches students to assess situations and make determinations to prioritize threats, including drills that provide a variety of scenarios from individual, partner, and ad hoc team responses. These drills progress in difficulty from weapon malfunction to injured officer or nighttime scenarios. Veteran and new USMS TTO VCQB instructors hosted two 2-day sessions for CRFTF personnel and trained 32 USMS and Task Force personnel in VCQB. This training ensures USMS personnel are prepared and well-trained to act swiftly in the field.



**MISSION: JUDICIAL PROTECTION AND COURTHOUSE SECURITY**

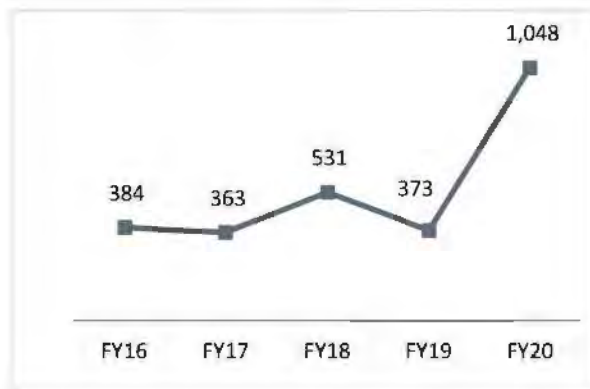
Since its establishment in 1789, a primary mission of the agency includes the protection and security of the federal judicial process. The judicial protection and courthouse security mission comprises protective service operations, the collection and analysis of information to develop actionable intelligence, and the management of personnel and infrastructure protecting federal judicial facilities. The USMS carries out protective responsibilities for approximately 2,700 federal judges and approximately 30,300 federal prosecutors and court officials, along with members of the public who visit and work in federal courthouses. As the physical security provider to more than 800 federal facilities, the USMS develops, manages, and implements security systems and screening equipment to protect each courthouse.

**MISSION PROGRAM DATA**

Figure 8 – Inappropriate Communications/Threats to Protected Person



Figure 9 – Threats Investigated



**Strategic Objective: Identify, Deter, and Prevent Harm to Protected Persons through Forward-Looking, Risk-Based Approaches to Protection and Intelligence**

**Improving court security.** The Alexandria, Norfolk, and Richmond courthouse facilities are the backbone of the U.S. District Court for the Eastern District of Virginia. As the district’s foundation, these three facilities present unique security challenges as they are vulnerable to many dangers, including terrorist attacks. Courthouse facilities require the best possible security available to maintain the integrity of the federal judiciary. The USMS completed the project initiation and planning phase for using the courthouse facility in Alexandria as a pilot site for the implementation of a full-scale security management model.

The USMS also enhanced its operational portfolio with the award of a major contract for program support. Working in conjunction with contracts for installation and maintenance, this contract bridges detection, analysis, and action using analytics, visualization, and orchestration to dramatically improve the security of courthouse facilities.

**Maximizing knowledgebase and improving institutional knowledge.** To leverage existing institutional and operational knowledge and research, as well as preserve and organize expertise, the USMS uses a powerful search engine, termed Knowledgebase, which accesses documents authored or submitted by USMS operational personnel and analysts. This allows instant access to information to promote consistent messaging to the field and preservation of institutional knowledge.

The USMS improved its ability to prevent harm to protected personnel by establishing an Open Source Intelligence team aimed at improving institutional knowledge. This team was critical in addressing the increased use of the internet and social media by individuals threatening the judiciary. In a comprehensive effort to rapidly improve USMS capabilities, the agency determined three levels of support capability, trained to those levels, and instituted support at the district, circuit team, and headquarters levels. This resulted in



## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

the creation and delivery of six training blocks, 202 requests for information responses in support of field investigations, and 52 referrals of previously unidentified potential threats uncovered during online review and investigation. The USMS also assisted the NCJS in the publication of new procedures for federal judges to reduce their online presence.

### Strategic Objective: Promote Intelligence Sharing and Collaboration

**Learning from other agencies to mitigate mass shootings.** The USMS sponsored a presentation by the U.S. Secret Service's National Threat Assessment Center on findings and recommendations from their latest study, Mass Attacks in Public Spaces. The findings from this study were derived from 34 incidents of mass attacks, in which three or more persons were harmed. The presentation explained how protective intelligence professionals can use a multidisciplinary approach to identify, assess, and intervene with individuals exhibiting concerning or threatening behaviors. USMS initiated this presentation through the agency's Learning Management System and had 173 investigators in attendance.

#### USMS MEDIC SAVES LIFE

On September 9, 2020, a USMS medic deployed with a team in Atlanta, Georgia, responded to a separate report of gunshots in the area. Upon arrival to the scene, the medic found a man on the side of the road with trauma to the head. The medic noted an injury and swelling on the man's head and was able to stem the bleeding. The medic also observed a bullet hole on the man's chest and covered the opening with a chest seal. After further questioning, the man said he had also been shot in the back. Further assessment revealed two more bullet wounds. Just as the medic completed initial emergency medical treatments, emergency medical services arrived and transported the patient by air to a medical trauma center. Thanks to the USMS medic's close proximity, training, and equipment on hand, the patient survived this potentially-fatal shooting.

**MISSION: WITNESS PROTECTION**

The Witness Security Program enables the federal government to pursue and prosecute criminals ranging from a single actor to organized crime, gangs, or terrorist groups. In 1971, the USMS was tasked with the protection of witnesses whose lives are threatened as a result of their testimony based on the 1970 Organized Crime and Control Act. Witness protection is provided in different phases and on many fronts to ensure the safety of witnesses and their families before, during, and after trial proceedings. The program is assessed continuously to provide timely services and to identify areas for improvement.

**MISSION PROGRAM DATA**

Figure 10 – Total Number of Witness Security Program Participants

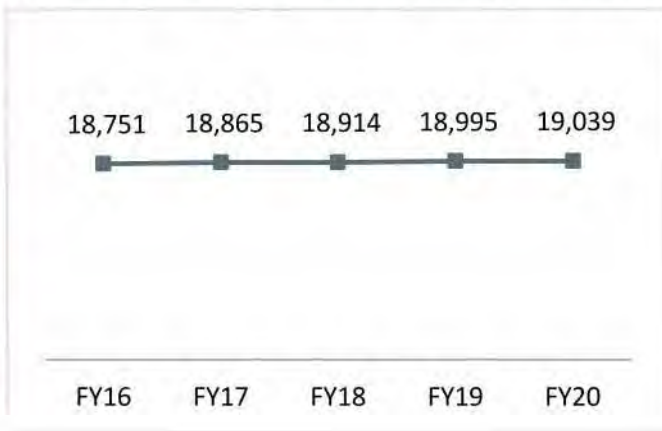
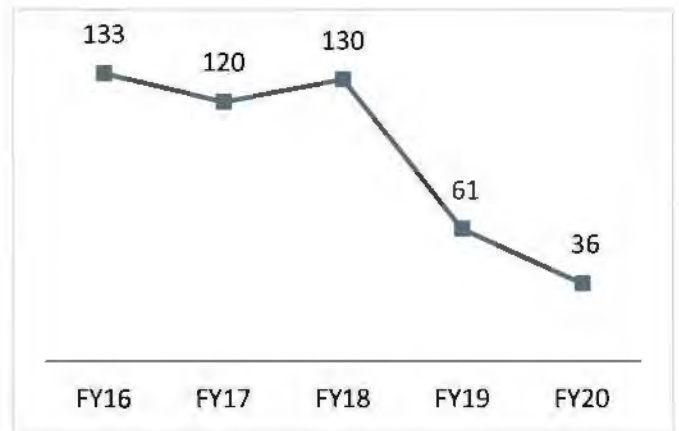


Figure 11 – Identify and Mitigate Security Breaches



**Strategic Objective: Strengthen the Agency’s Ability to Protect Sensitive and Vital Information, Technology, and Infrastructure against Threats**

**Preparing for emerging technology threats.** The future of witness protection faces unprecedented risks from technology and cybersecurity threats. The USMS recognizes the importance of fortifying networks and information systems against current and emerging threats. To test responses to potential cybersecurity incidents, the USMS conducted tabletop exercises. These exercises involved scenarios that unfolded in real-time and assessed reactions, decisions, and contingency plans. The results yielded valuable lessons the USMS used to close oversight gaps, bolster response plans, and tighten coordination with other agencies.

The USMS identified and examined the vulnerabilities and methods threat actors could exploit to obtain or disclose sensitive information about the witness protection program. A thorough analysis led to a comprehensive risk mitigation plan that called for a dedicated security team to actively monitor the networks and systems of the witness protection program with state-of-the-art security software. During June 2020, the USMS completed the development of the IT Security Operations Center, focused on safeguarding the information of the witness protection program.

Furthermore, understanding that biometrics and other emerging technologies will make it more difficult to protect witnesses, the USMS is investing in technological countermeasures and exploring strategies with other agencies, as well as the private sector, to address the threat. By acting now, the agency is building a foundation to sustain witness protection well into the future.

**Protecting witnesses.** Today’s protected witnesses face an array of threats ranging from international organized crime to terrorist groups. The USMS is evolving its methods to meet new challenges. In pursuing the agency’s goal to safeguard against security threats and ensure safety through innovation, the USMS tapped the power of data analytics to build a unique, evidence-based threat assessment for protective operations. The assessment produces a risk score and provides guidance to fine-tune the allocation of personnel and equipment for specific operations. This rapid synthesis of the latest intelligence and case histories, combined with resource recommendations, augments the intuition and experience of USMS managers, enabling quick evaluation of a wide range of factors that speeds decision-making and strengthens witness protection.

**MISSION: PRISONER TRANSPORT**

The USMS transports prisoners to support the federal judiciary and the BOP. The agency also provides prisoner transportation to state and local law enforcement agencies and other federal agencies, including the military, on a space-available basis. JPATS manages the coordination, scheduling, and secure handling of prisoners in federal custody, transporting them to detention facilities, courts, and correctional institutions across the 94 judicial districts through a network of aircraft, buses, vans, and cars. For FY 2020, JPATS received 84,399 movement requests and conducted 154,609 movements, 68,134 by air. The significant decrease in requests for movement is attributable to COVID-19 constraints.

**MISSION PROGRAM DATA**

Figure 12 – Requests to Transport Prisoners by Air or Ground

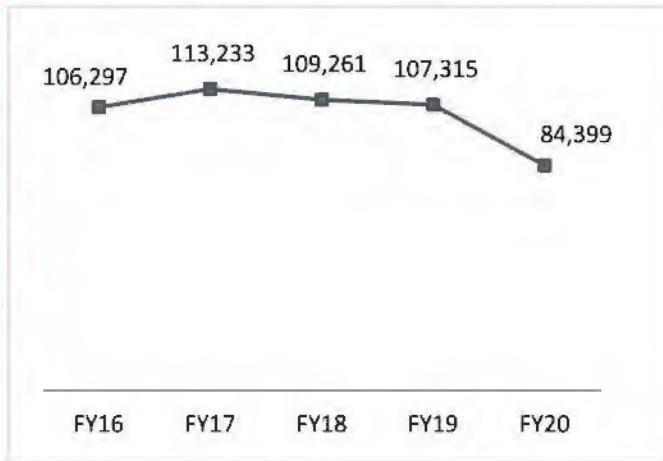


Figure 13 – Transportation Unit Costs [in dollars]



**Strategic Objective: Deliver Secure, Modern, and Efficient Prisoner Detention and Transportation Operations**

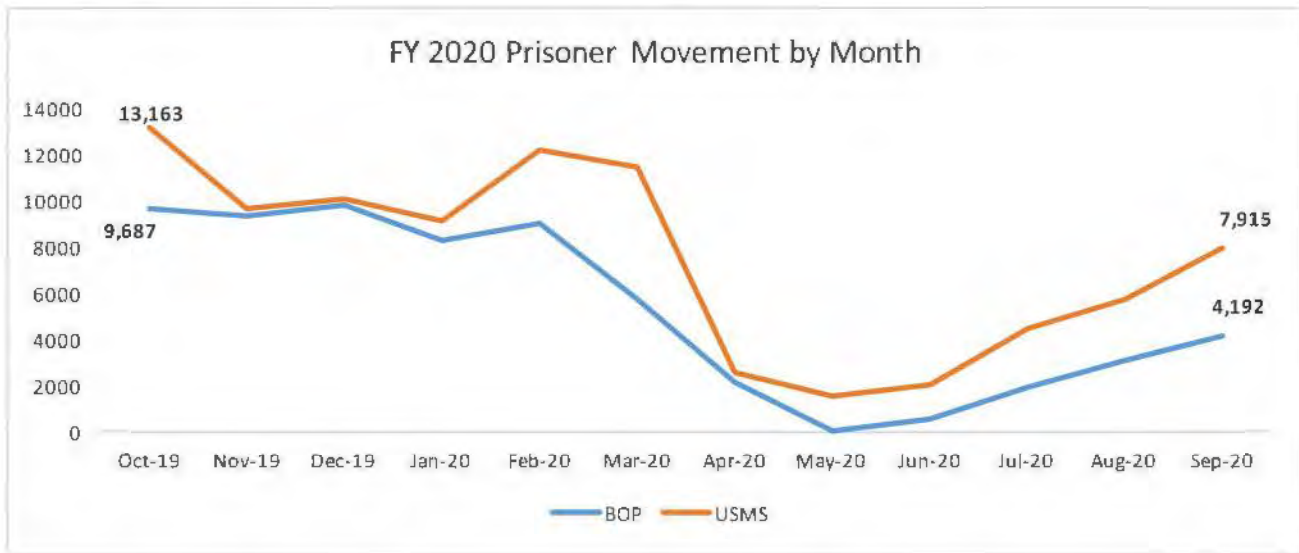
**Succeeding in a challenging environment.** The COVID-19 pandemic created an unprecedented year of challenges for JPATS. In early March, the COVID-19 pandemic became a health threat with far-reaching effects, beyond public safety. Although workplaces and communities began shutting down to contain the spread of the virus, criminals continued to commit crimes and the U.S. Courts continued to carry out the rule of law. Closing the national prisoner transportation system was not an option. In order to carry out the statutory obligations of delivering federal court-ordered detainees and prisoners, the JPATS staff worked to assess and implement ways of identifying and deterring the transmission of COVID-19 while continuing to transport safely and securely. Operational supervisors worked with Public Health Service staff and JPATS medics to determine the required quantities of PPE, thermometers, products and equipment needed for deep cleaning, and a process for tracking inventory levels of procured COVID-19 resources.

Understanding that preventing exposure begins prior to receiving a prisoner at the airlift, JPATS transportation coordinators and medical staff incorporated COVID-19 screening protocols within transfer paperwork to clear prisoners prior to transporting to the airlift site. To further enhance the safety of the staff and prisoners during transport, JPATS operations implemented COVID-19 capacity limits to meet social distancing protocols for ground and air transportation assets, underwent daily, enhanced COVID-19-specific procedures, and implemented face coverings for all inmates. As a result, these measures greatly reduced the risk of exposure to crews and prisoners.

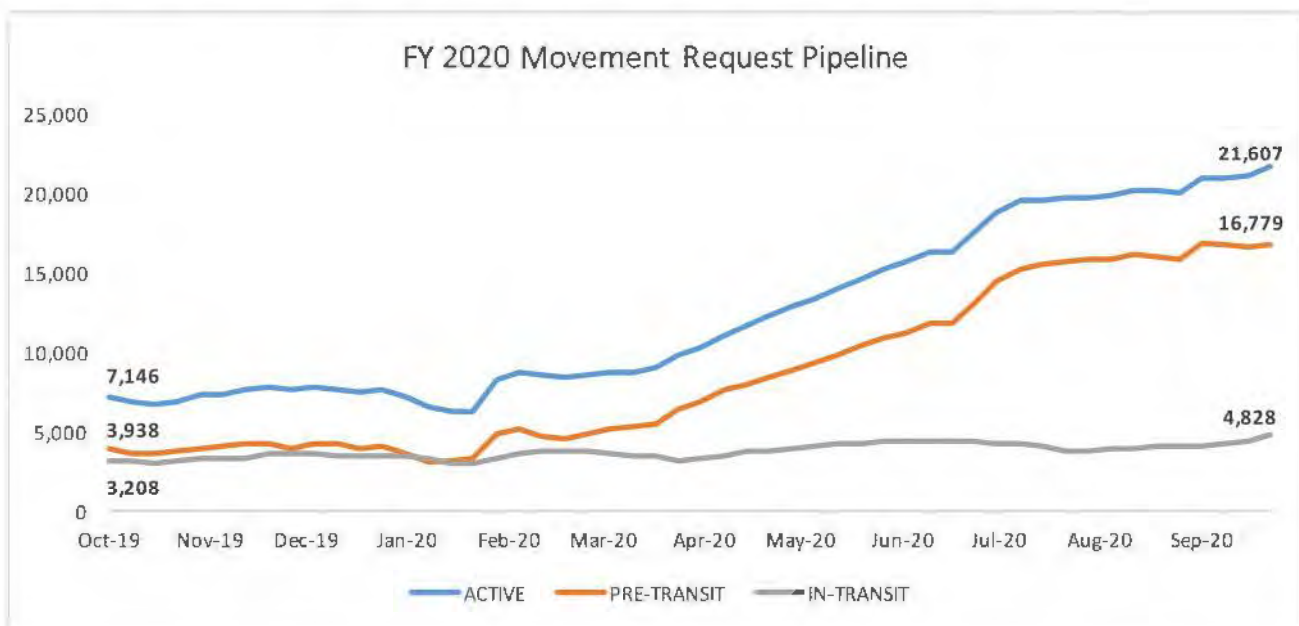
By April, BOP institutions were restricting the intake of prisoners and declared moratoriums on movement due to COVID-19. With a nearly 90 percent reduction in prisoners being accepted into the BOP, and only court-ordered transfers being conducted across USMS districts, JPATS shifted away from its well-developed technology infrastructure designed for prisoner mass transit and economies of scale to a lower risk pandemic containing strategy of moving individuals and small groups while incorporating procedures aimed at limiting exposure and spread of the virus. Notably, the JPATS Management Information System (JMIS) created to garner optimized seat utilization had become obsolete in the new, social distancing-restricted environment. The scheduling team pivoted by manually manifesting prisoners while technical changes were made to the system.

### GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

JPATS created innovative ways to effectively reduce the spread of the virus while still meeting federal court-ordered prisoner moves. Information sharing across agencies and divisions facilitated updates to JMIS to identify infected prisoners, thus ensuring they were not moved until their quarantine was completed and they were declared COVID-19-free. JPATS coordinated with the BOP central office to identify and establish temporary COVID-19 clearing centers at various institutions across the U.S. to help quarantine and test prisoners in route to their designated institution, giving the BOP time to establish a national testing strategy.



Delays and facility moratoriums due to the COVID-19 pandemic created an unprecedented increase in prisoner movement requests in the pipeline. This directly impacted USMS prisoners designated to BOP facilities awaiting movement or already in-transit, resulting in increased time USMS prisoners spent in paid housing and in transit. As the pandemic continues, the agency will continue to work with BOP to find safe and effective solutions to managing a large, fluctuating prisoner population, as required, between the two agencies.



**Operating an exceptional aviation safety program.** JPATS successfully completed an International Standard for Business Aircraft Operations [IS-BAO] Stage 3 audit in the first quarter of FY 2020. Sanctioned by the GSA's Aviation Policy Division and adopted by federal aviation agencies, IS-BAO Stage 3 is the highest safety

## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

compliance standard awarded to organizations that demonstrate exceptional Safety Performance and a mature safety culture. As a result, the IS-BAO auditors confirmed JPATS' leadership and employees are deeply committed to improving safety performance to achieve maximum mission success.

**Shifting to a commercial aviation maintenance full-service provider.** When faced with rising logistics costs and lower aircraft availability rates, JPATS found an alternative to its maintenance service agreement and separate maintenance contracts. An experienced commercial vendor now maintains JPATS' fleet of Boeing 737s, providing full-time line maintenance support, component procurement, and heavy maintenance. JPATS negotiated a five-year, \$51 million commercial maintenance contract that will save the agency and its partners over \$6 million.

**Delivering quality, uninterrupted airlift services.** Even during the challenging FY 2020 operational tempo, JPATS successfully delivered on planned and programmed services. Significant program improvements over the last five years included acquiring a contingency aircraft into the fleet rotation to account for planned and unplanned maintenance, establishing a strong safety and standards flight program, modernizing pilot and aircraft dispatch planning, training, and technology, and now with COVID-19 constraints, operating in groups with extensive PPE, protocols, and other risk-mitigating processes. JPATS' ability to assess, plan, and deliver significant program improvements year-to-year, has ensured uninterrupted airlift services as evidenced by an impressive 99 percent mission availability rate. Without this mission availability [for example, not having a contingency aircraft able to cover aircraft undergoing required maintenance], 136 mission days would have been canceled. An average of 500 prisoners transported by air on any given mission day, could mean a potential loss of 68,000 prisoner moves.



**Offering overseas capabilities and purchasing at the right time.** After extensive consultation with JPATS stakeholders to determine future mission needs, JPATS procured a Boeing 737-700 aircraft with Extended-Range Twin-Engine Operational Performance Standards. This next generation aircraft provides the agency an asset with more capacity that can conduct faster and farther missions. After successfully operating it as a lease for several operations, JPATS exercised the aircraft purchase ahead of schedule for \$16.3 million to realize a substantial \$745,000 discount. In June 2020, JPATS flew the aircraft on its inaugural mission to the District of Hawaii.

**Conducting critical emergency response and no-notice missions for the department.** When a tornado destroyed BOP's Federal Correctional Institution in Estill, South Carolina, rendering it unsafe for inmates and staff, BOP called JPATS for assistance. With approval from the Attorney General, the BOP requested evacuation of all 934 inmates from Estill, South Carolina, to Lewisburg U.S. Penitentiary, Pennsylvania. For the next 84 hours, JPATS crews conducted day and night airlift missions in conjunction with BOP buses and USMS district ground support. The operation successfully concluded with a total of nine airlift missions and all inmates secured.

The BOP also requested airlift support to transport 1,024 inmates from the Taft Correctional Facility in Eastern California to three different prisons in Michigan, Texas, and Oklahoma. The institution was deemed structurally unfit to house inmates after an earthquake earlier in the year. Although COVID-19 was a concern, moving the inmates was mission-essential for the health and safety of the prisoners and staff. JPATS completed thorough risk assessments and COVID-19 screening protocols before conducting a total of 10 successful missions.



**MISSION: PRISONER OPERATIONS, DETENTION, AND CARE**

The Prisoner Operations mission is a complex and multilayered function, both in scope and execution. The USMS is responsible for preserving the integrity of the federal judicial process by overseeing all detention management matters for individuals remanded to U.S. Marshals custody. The USMS ensures the secure care and custody of these individuals through several processes to include providing sustenance, lodging, transportation, and evaluating conditions of confinement, providing medical care deemed necessary, and protecting civil rights through the judicial process.

In mid-March 2020, the detention population decreased by more than 10,000 prisoners, from 68,615 to 56,297. This decrease is directly attributed to the COVID-19 pandemic response. In the weeks immediately following the COVID-19 shutdown, the USMS received 85 percent fewer prisoners than typically received on a weekly basis. Since June 2020, the number of prisoners received by the USMS has gradually increased. During August 2020, the USMS received about 50 percent of the expected number of prisoners. As of September 2020, the USMS housed approximately 60,600 prisoners, which is a 3.7 percent decrease from the approximately 63,000 prisoners housed in September 2019.

**MISSION PROGRAM DATA**

Figure 14 – Average Daily Prisoner Population (ADP)

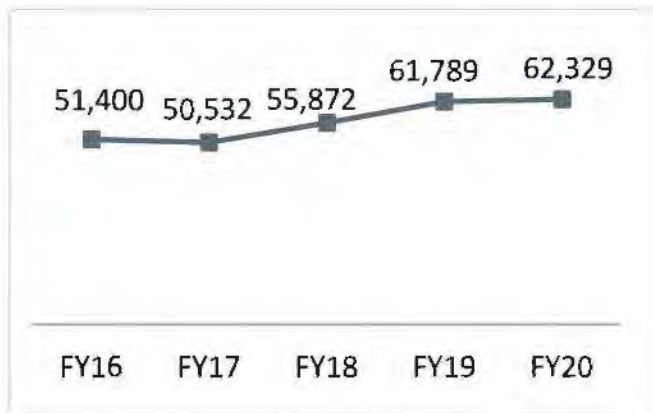
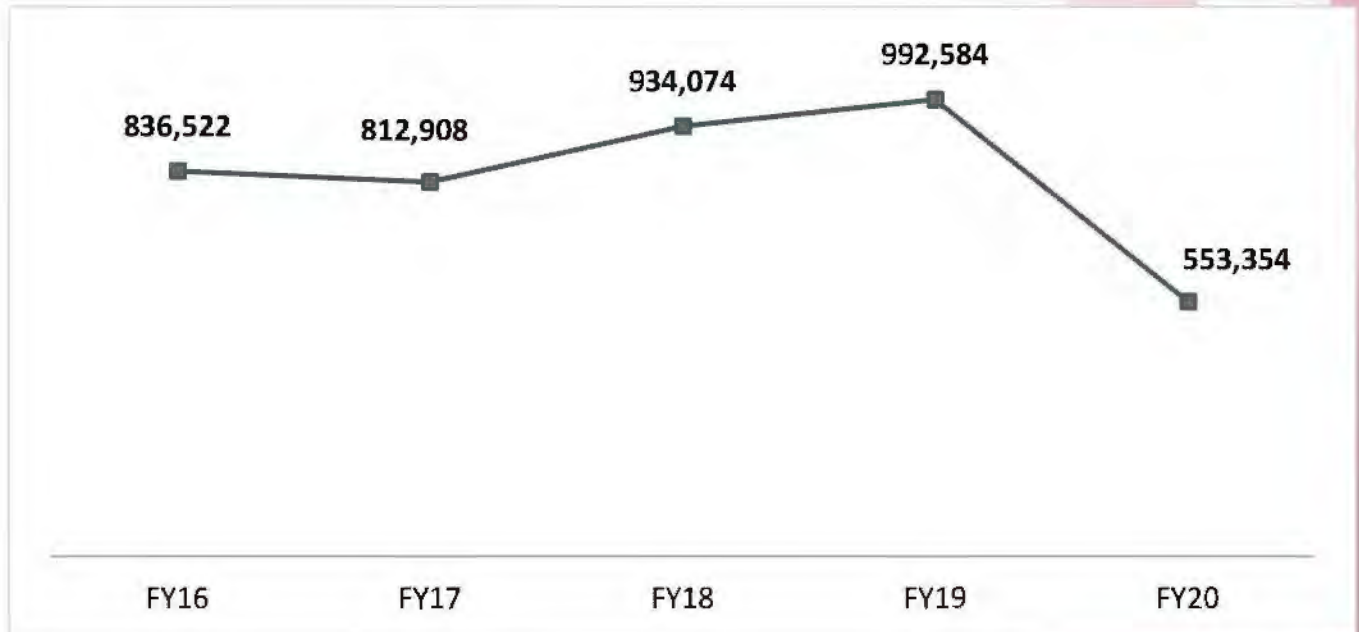


Figure 15 – Per-Day Detention Costs (in dollars)



Figure 16 – Prisoners Produced for Required Events



**GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION**

**MISSION PROGRAM DATA**

Table 5: Average Per Day Jail Rate Paid by Facility

Performance Measure	FY 2019 (\$)	FY 2020 (\$)
Total	85.23	90.91
IGA Total	77.13	80.44
State and Local	78.32	80.91
Private, Indirect	73.74	79.07
Private, Direct	117.18	136.60

The per capita jail cost during FY 2020 was 5.4 percent above the projected level for all facility types and 6.7 percent above the FY 2019 cost. The rate paid at private facilities was 10 percent above the projected rate while the rate paid at IGA facilities was 4.5 percent higher than projected.

Table 6: Time in Detention, Prisoners Serving Imposed Sentences in USMS Custody Performance Measure

Performance Measure	FY 2019	FY 2020
Prisoners with Short-term Sentences Released by USMS	48,393	32,786
<b>Days-in-Detention, Post Sentencing</b>		
30 days or less	35,691	22,059
31 to 60 days	6,419	4,779
61 to 90 days	5,078	3,936
91 days or more	1,205	2,012
<b>Average Detention Time (Days)</b>		
Pre-Sentence	11	30
Post-Sentence	25	38

Table 7: Prisoners Received: By Offense

Performance Measure	FY 2019	FY 2020
Immigration	118,308	55,797
Weapons	13,035	9,990
Drugs	26,862	23,762
Other	90,698	70,464
<b>Total</b>	<b>248,903</b>	<b>160,013</b>

During FY 2020, the number of prisoners received by the USMS was 160,013 or 35.7 percent fewer than FY 2019. The number of prisoners received for immigration offenses decreased by 52.8 percent, weapons offenses decreased by 23.4 percent, and drug offenses decreased by 11.5 percent.

**Increasing Detention Capacity in the Southern District of California.** Increased immigration enforcement along the southwest border over the past several years has substantially impacted USMS operations, particularly in the Southern District of California, where detention resources are very limited. As a result of the increased workload, the USMS was increasingly required to house prisoners prosecuted in Southern California outside of the judicial district. To accommodate the increased detention population, the USMS collaborated with the DHS to repurpose a decommissioned Service Processing Center into a detention facility. After it was renovated and put into use in March 2020, the facility was able to provide the USMS with 512 detention beds, increasing the district's detention capacity by nearly 25 percent.



**Streamlining prisoner intake processes.** The Prisoner Management Ops Streamline Intake capability allows the USMS to take advantage of groundwork laid in FY 2019 with DHS's Customs and Border Protection to establish a data sharing initiative which now provides the USMS with a daily feed of all border arrests made by U.S. Border Patrol nationwide. The agency automated the daily consumption of this data to pre-populate over half the fields in each of the more than 50,000 Ops Streamline intakes annually, saving more than 7,500 district labor hours annually.







## GOAL 4: ENHANCE THE BUSINESS ENVIRONMENT

To accomplish operational objectives, the USMS recognizes the importance of a productive and efficient business environment. This goal strengthens the infrastructure, technology, policy, and procedures that make operations possible by modernizing business processes and technology infrastructure as well as promoting evidence-based decisions, asset management, and knowledge sharing.

To achieve the agency's goal to enhance the business environment, the USMS developed the following strategic objectives:

- Modernize Business Processes and Technology Infrastructure
- Promote Evidence-Based, Data-Driven Decision-Making
- Promote Effective and Efficient Governance and Asset and Vendor Management
- Promote Knowledge Sharing and Enhance Communication across the Organization

## MISSION: FINANCIAL MANAGEMENT MODERNIZATION AND COMPLIANCE

The USMS's financial management configuration comprises budget formulation and execution, financial and accounting services, financial systems management, financial statement preparation, audit coordination, data analytics, and procurement activities and compliance.

### Strategic Objective: Modernize Business Processes and Technology Infrastructure

The USMS is addressing the dual challenge of supporting legacy systems that lack necessary capabilities and acquiring technology solutions to deliver effective and efficient capabilities. Central to this effort is the alignment with best practices and ensuring compliance with federal mandates.

**Automating manual processes.** The USMS Office of Procurement (OOP) implemented Robotic Process Automation (RPA) technology to handle administrative tasks in the financial system, increasing throughput while reducing manual and rote work. The agency used RPA to help closeout 15,349 items in the Unified Financial Management System (UFMS), as part of OOP's contract closeout initiative.

Furthermore, RPA significantly shifted operations at the Procurement Austin Processing Center (APC) in the fourth quarter of FY 2020 by establishing Option Year actions for the District Security Officer (DSO) contracts that manage about 1,500 individual DSO contracts annually. The ability to minimize keystrokes and use an automated solution to set up these actions significantly reduced repetitive work during this heavy workload period. Using RPA for DSO actions is estimated to save over 700 administrative hours each year, freeing the APC team to work on other procurement actions in support of the agency's mission. By centralizing processes and implementing new technologies like RPA, the OOP and the Procurement APC continue to improve agency productivity and efficiency, collectively completing over 43 percent more contract actions in FY 2020 than the prior year, without increasing labor costs.

The USMS implemented UiPath, an RPA product, with the goal of streamlining operations and reducing manual procedures to accomplish certain tasks, in accordance with the Office of Management and Budget's (OMB's) 2018 memorandum, *Shifting from Low-Value to High-Value Work*, guiding federal agencies to identify opportunities to streamline operations. The RPA configures computer software to automate routine human actions within digital systems. The USMS purchased UiPath in October 2019, developed and tested automations of high-volume data transactions in January 2020, and analyzed the results in February 2020 across three areas:

**High-Volume Data Entry (HVDE):** HVDE supports 11 general ledger monthly processes. Originally, each process took approximately four hours; after implementing UiPath, each process took approximately 30 minutes, projecting a potential annual savings of 462 hours annually.

**Financial System Account Maintenance process:** This process includes account activation, deactivation, or modification. Each request took approximately 10 minutes to process manually, with over 1,100 requests per year; with UiPath, processing time was reduced to approximately 30 seconds for each request, projecting an annual savings of 174 hours annually.

**District Security Officer contracts:** Each year, about 1,600 personal services contracts are manually created taking approximately 30 minutes each; after automation, processing time was reduced to two minutes, projecting an annual savings of 747 hours annually.

The USMS also shifted management of all mobile wireless communications contracts from the districts to the procurement team. Centralizing this responsibility reduced the administrative load for the districts, allowing them more time to focus on the mission. Appreciating the significant realized time savings, the USMS will continue to identify and automate financial processes. Future areas planned for automation include general ledger compliance, contract awards, budget realignments, and the financial system account management process.

**Streamlining processes in Witness Protection.** In addition to data analysis, the USMS leveraged technology to transform administrative processes in the Witness Protection program, such as the widely used paper-based form to request small purchases. Processing the form requires multiple emails to various reviewers who must sign the form before handing it off to the next person, an inefficient workflow that is prone to delays and oversights. The USMS recognized an opportunity to improve this process through digitalization, increasing efficiency and providing a centralized view of the status of small purchase requests. In addition to these improvements, the effort advances the agency's goal to enhance the business environment. Building on software the USMS already owned, the agency designed a digital version of the purchase request and automated the workflow. Requestors, reviewers, and approvers can now track the status and progress of small purchases. The prototype system promises to improve efficiency and compliance.

**Improving purchasing processes.** Tracking accountable property from initial purchase to final input into the agency Property and Asset Control Enterprise Solutions lacked coordinated oversight and internal controls. Automating the purchase document, centralizing tracking, and enhancing notification of the transaction will provide the necessary controls and improve efficiency. Automated forms enable visibility of purchases in their district or division. Parties are now notified when a purchase request is approved. Following the initial launch of the form, the USMS received feedback from the field and adjusted the process to further expand capabilities. The new automated system provides a flexible, easy-to-use tool that offers real-time oversight, establishes internal controls required to minimize audit findings, facilitates purchase approval routing, promotes a paperless environment, and offers search capability.

**Implementing the USMS Capstone Approach.** The USMS adopted the "Capstone" role-based approach to identify and prioritize permanent records and to comply with the OMB directive to manage permanent records electronically. This method identifies criteria for permanent records not by content, but by the role of the record owner. The USMS established a process to identify and train 114 Capstone Officials, those who lead the agency in specific decision-making roles, to ensure records are retained, organized, and scheduled to meet IT and legal criteria. To efficiently manage the new approach, the USMS developed a Capstone User Management Tool. This tool easily identifies and tracks Capstone officials, validates roles, and monitors entrance and separation dates.

**Implementing the National Vehicle Maintenance Service (NVMS) contract.** The previous method of managing maintenance and repair for the USMS fleet of 4,000 vehicles was decentralized and inefficient. Some repairs were delayed, and preventive maintenance was inconsistent and frequently not performed, which reduced the useful life of some vehicles and could compromise the safety of the driver. The agency analyzed vehicle use, maintenance records, and costs over several years. The office determined that centralizing oversight and management of vehicle maintenance would result in program efficiencies, improve vehicle lifecycles, and provide appreciable taxpayer value.

The NVMS contract rolled out to district offices starting July 6, 2020. The contract provides one-stop shopping for vehicle maintenance and repair services at more than 40,000 locations nationwide, allowing operational staff to focus on core mission duties. Most importantly, ensuring vehicles are in optimal condition, repair quality is consistent, and preventive maintenance schedules are completed, supports the safety of USMS officers. Additionally, the contract reduces administrative burdens by stabilizing costs, providing vehicle data, and consolidating billing. Vehicle maintenance can be closely monitored and data evaluated to optimize the life of each vehicle as well as the entire fleet. The contract phased in the first 819 vehicles from the Atlantic Coast District Regional Groups. This allowed the agency to evaluate issues and address problems efficiently and quickly. The agency's goal is to have all USMS owned vehicles included in the NVMS contract by January 1, 2021. Currently, no other DOJ component has a national vehicle maintenance service contract.

**Upgrading the SharePoint Platform.** In 2018, the USMS identified that its existing Microsoft SharePoint 2010 platform's maintenance support was nearing end-of-life. This presented the risk of exploitation of any residual vulnerabilities and a lack of support by the vendor for any issues that arose after end-of-life. Following careful

analysis, the agency undertook a multi-year project to build a new enterprise collaboration platform around a newer version of the software, SharePoint 2016. The USMS leveraged a surge contract and existing resources to build the infrastructure, secure the platform, migrate the data, and remediate development issues. The project resulted in a total platform transition from a now non-supported platform to a more current and secure version of SharePoint. Now, the agency has additional functionality due to the newer software's upgraded capabilities, additional security controls, and a refreshed intranet look and feel. The project also reduced the likelihood of future maintenance support issues as well as lessened impact intensities.

PROMOTING EQUITY  
AND SUSTAINABILITY  
WITH VENDORS

The USMS established a sustainable solution for repair services and facility maintenance of the SOG office located in Pineville, Louisiana. The USMS secured an award through the AbilityOne program, one of the largest sources of employment in the United States for the blind or those with significant disabilities. Through a network of more than 550 nonprofit agencies, the program provides the federal government products and services at fair market prices. The procurement of these products and services results in employment for more than 45,000 individuals nationwide. These USMS services are now part of the official procurement list with AbilityOne, as of September 2020.

**Migrating home drives to the cloud.** The USMS is now compliant with the OMB's mandate to consolidate enterprise IT services and the DOJ's Email Collaboration Services requirements with the successful migration of the agency's home drives to Microsoft Office's 365 cloud environment. The USMS enabled cross-component document collaboration within the DOJ; migrated approximately 7,000 users to DOJ's OneDrive; reclaimed more than 20 terabytes of network storage space; decommissioned end-of-life server and storage resources; increased personal network storage space to one terabyte; enabled compliance with National Archives and Records Administration records retention requirements; and eased execution of record hold requirements from the Office of General Counsel, Office of Professional Responsibility, and Freedom of Information Act cases.

**Awarding Information Technology contracts.** In FY 2020, the USMS awarded and transitioned two major IT services contracts that streamline, optimize, enhance, and standardize IT operational support to districts and divisions. The Functional Operations and Resources for Core Enterprise managed services contract brought together five separate IT contractor services into a single USMS managed service contract responsible for research, design, development, testing, fielding, and operations and maintenance activities across service delivery, infrastructure services, and lifecycle operations. The contract manages and enhances enterprise-wide core IT services and applications.

The Information Security Support Services contract manages the comprehensive and robust Information Security Program. The contract implements and updates USMS security posture in compliance with federal and DOJ regulations, directives, policies, and procedures. The contract provides information security support services to include system authorization, continuous monitoring, system security engineering, vulnerability management, incident response, contingency planning, external audit support, and information system security training for the USMS enterprise.

**Upgrading enterprise end user device and capability.** This year, the agency's Information Technology Division (ITD) responded to several challenging timelines and mandates that enhanced the agency's IT security posture and provided users with a modernized digital workplace.

In January 2020, a severe Microsoft bug within the Windows 10 Operating System required ITD to upgrade approximately 10,000 workstations across the agency with the latest Windows patch. To effectively manage the massive upgrade, ITD upgraded their Microsoft System Center Configuration Manager tools suite, established 130 remote nodes across the nation to facilitate the software distribution, and then upgraded workstations, all within eight weeks.

ITD conducted another enterprise-wide upgrade in April 2020 to maintain compliance with Microsoft and the Justice Management Division's mandate to upgrade the agency's workstations to a newer version of the Microsoft client by June 2020. The agency's successful upgrade to Office Professional Plus by June 2020 was especially monumental amid the global pandemic and maximum telework environment.

In August 2020, ITD conducted a final enterprise-wide workstation upgrade to migrate to the latest Windows Operating System and transition user authentication to Global Internet Addresses in order to maintain compliance with the DOJ's Modern Workstation initiatives.

### **Strategic Objective: Promote Evidence-Based, Data-Driven Decision-Making**

**Establishing data management policies and processes.** The USMS successfully upgraded the UFMS and opened the financial system to end users on June 11, 2020, ahead of the projected timeframe. The upgrade enabled the agency to streamline and enhance acquisition module activities and promote data integrity between the UFMS and Treasury's Federal Procurement Data System-Next Generation (FPDS-NG) system, ensuring compliance with the Digital Accountability and Transparency Act of 2014. The agency's financial help desk reviewed and updated system procedural manuals to ensure they reflected the upgraded features and functions. The help desk also provided virtual training to system users nationwide, while the agency operated in a maximum telework posture. Additionally, the USMS modified the agency's reporting application to ensure continued functionality and data accuracy. Overall, the UFMS upgrade has fixed existing system defects and significantly increased the functionality of the DOJ enterprise financial management system.

**Leveraging data analytics to maximize data as an asset.** The USMS made significant progress to streamline and optimize processes for analyzing and generating financial and procurement metrics and analytics. Using optimized approaches to support and further strengthen data-driven decision-making across the enterprise, the USMS developed new performance metrics and analytics in FY 2020 that enabled the agency to quickly identify prior fiscal year obligations with subsequent adjustments. In monitoring these adjustments, the agency can communicate and provide guidance to program offices to establish better obligation estimates to improve fund allocation controls.



The Federal Acquisition Regulation requires agencies to record contract action data in the FPDS-NG system by the third business day after completing the actions; the USMS automated an existing process by building a report that reconciles and monitors data recorded in FPDS-NG. Prior to the automation, the process took several hours daily and involved many manual steps, including physically generating reports, importing data into a database, executing and maintaining the database, and finally analyzing the data. This report automation has saved time, system resources, and increased data integrity. Overall, these performance metrics and process enhancements continue to focus on identifying and further strengthening the underlying quality of USMS financial and procurement data, which lead to improvements in financial management and performance oversight.

**Implementing the process for body armor acquisitions and requirements.** The USMS established a systematic, cost-effective process for the cyclical replacement of body armor. As part of this cycle, the USMS adds used vests to the training inventory, including slightly worn body armor recycled from retirees and those who separated from the agency. Basic deputy training candidates can use these vests to experience a realistic training environment while they wait for their custom-fitted body armor kits. By reducing the need to purchase new training vests, the agency saved \$15,000. In addition to the training vests, the USMS reissued new, non-worn, body armor kits from retirees and those who separated from the agency to those with expiring or poorly fitting kits, which resulted in an additional savings of \$121,000. Finally, the USMS awarded the body armor contract to a new vendor. This new contract is more cost-effective than the previous one and includes a lighter body armor kit with advanced modular adjustments and more durable patches.

### Strategic Objective: Promote Knowledge Sharing and Enhance Communication across the Organization

**Improving in-field communication and awareness.** The USMS implemented the Android Team Awareness Kit (ATAK). ATAK is a government off-the-shelf application for Android smartphones. It is available to all government agencies for free. ATAK uses GPS and maps to give the user a real-time view of the Area of Operation. This new situational awareness capability includes “Blue Force Tracking” to see team member locations, which reduces friendly fire incidents and helps coordinate movements, and “Red Force Tracking” to see specific locations, as well as terrain, weather, and other topographical elements. Additionally, the application enables multiple types of encrypted data communication, such as text and file sharing, including photos and video. These communications can be set for user-to-user, user-to-select teams, user-to-command post, or user-to-entire force, even if they are from different agencies. Before ATAK, this level of integrated communications was unavailable.



ATAK enables collaboration across multiple components that were previously unable to communicate on joint missions due to using different equipment, radio frequencies, or encryption. Now, components such as the Federal Emergency Management Agency, DOJ, DHS, state police, local police, and others can all be connected during operations. This is ideal for designated National Special Security Events, such as the Super Bowl, Presidential Inauguration, summits with world leaders, and large parades.

ATAK is extremely effective for small tactical response teams, such as those within SOG. The application can be downloaded onto a phone or tablet, and that device can be handheld, strapped to a forearm, or even mounted to the chest of a tactical vest so it flips down for hands-free viewing. ATAK gives operators in the field a dramatically enhanced real-time situational awareness and provides enterprise information sharing capabilities that will further increase safety, collaboration, and mission successes.



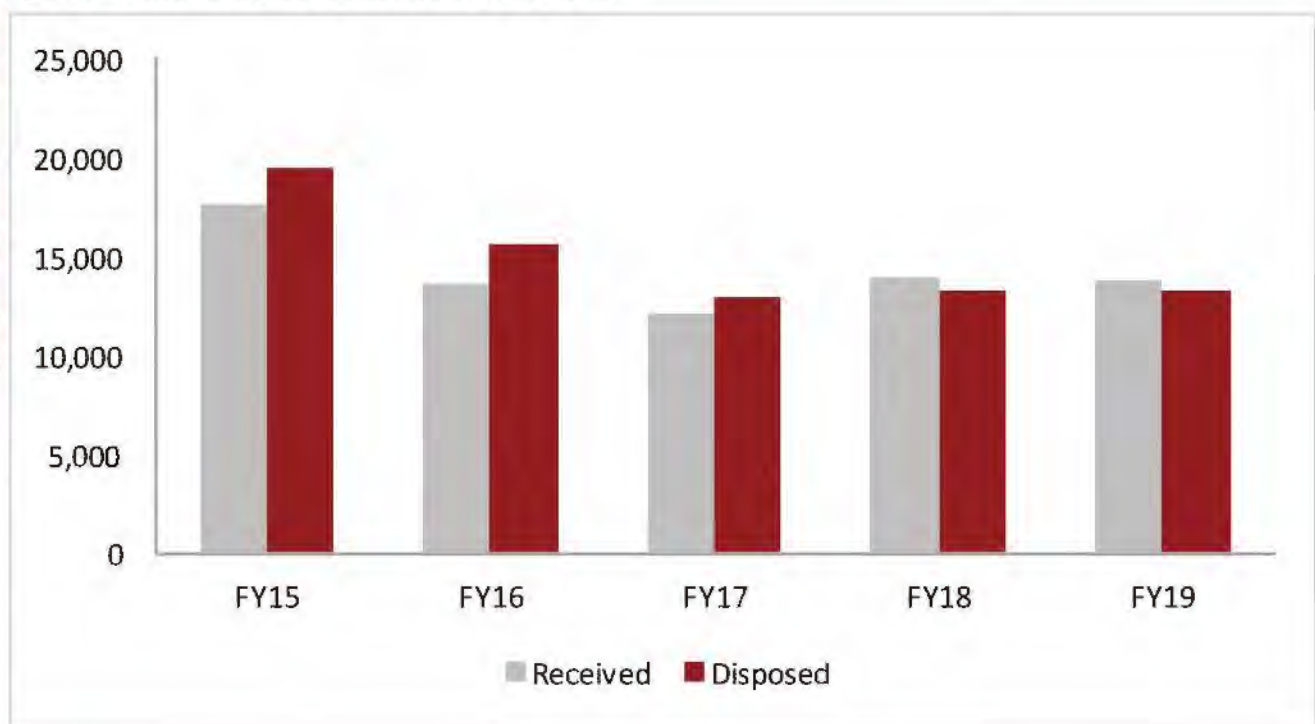


## MISSION: ASSET FORFEITURE PROGRAM

The DOJ Asset Forfeiture Program (AFP) plays a critical role in disrupting and dismantling illegal enterprises, depriving criminals of the proceeds of illegal activity, deterring crime, and restoring property to victims. The USMS is the primary custodial agency of the AFP. In addition to core fiduciary responsibilities associated with the management and disposition of assets valued in the billions of dollars, the USMS also provides vital support to U.S. Attorney's Offices (USAO) and investigative agencies by assisting with pre-seizure planning and financial investigations. As a world leader in asset management and asset disposal, the USMS AFP also receives requests for technical assistance from countries around the world. These requests range from assessing a country's AFP to assisting with the restraint of property, both foreign and domestic.

The USMS international asset forfeiture caseload includes 80 active cases in 35 countries. There is a growing number of countries focused on the impactful use of forfeiture. The USMS provided training to international delegations from Sri Lanka, Qatar, Thailand, Myanmar, and Malaysia. These training sessions educate the delegations on the agency's role in asset forfeiture and serve as a meaningful environment to foster collaboration. Overall, Asset Forfeiture received 13,837 assets in FY 2020, a less than one percent increase over FY 2019, and disposed of 10,848 assets, an almost 19 percent decrease from FY 2019 due to COVID-19 constraints.

MISSION PROGRAM DATA Figure 17 – Assets Received and Disposed of by the USMS



### Strategic Objective: Promote Effective and Efficient Governance and Asset and Vendor Management

**Identifying technology solutions to address current capability gaps.** The USMS continued to streamline its deposits in FY 2020 by expanding the use of Pay.gov, which is a public website, managed by the U.S. Department of Treasury, used to make and manage online payments to federal agencies. The entry of deposits remitted through Pay.gov is completely automated in the USMS financial system. Overall, automated deposits remitted through Pay.gov grew from approximately two percent of total deposits at the end of fiscal year 2019 to more than 40 percent at the end of fiscal year 2020.

**Forfeiture Money Judgment Collection:** The USMS increased the utilization of its previously established Pay.gov forms for voluntary forfeiture money judgment collections. The Forfeiture Money Judgment Collection Form also allows criminal defendants to make recurring electronic payments to the USMS to satisfy outstanding money judgments. In FY 2020, the USMS received nearly 500 voluntary payments worth \$130,000 through Pay.gov.

**Sales Proceeds Collection:** The Sales Proceeds Collection Form allows contracted commercial vendors who auction seized property assets to electronically transfer sale proceeds to the USMS. In FY 2020, the USMS received 1,174 forfeited sale proceeds collections worth nearly \$19 million.

**Seized Currency Collection:** The USMS fully implemented the Seized Currency Collection Form in May 2020, which allows commercial banks to remit bulk-seized cash deposits to the USMS. The USMS also implemented the form with ATF, allowing them to remit seized cash electronically. Over a four-month period in FY 2020, the USMS received nearly 2,000 bulk-seized cash deposits worth more than \$150 million.

### Refunding victims through Asset Forfeiture.

**Continued management of the largest single seizure of vehicle assets:** The USMS continued to work on the Jeffrey Carpoff fraud case, who operated DC Solar, a \$1 billion Ponzi-scheme in the Eastern District of California. The agency prepared hundreds of assets for sale including real and personal property. In FY 2020, 17 properties were sold for a total of over \$32 million (gross sales). After loan offsets, tax liens, and expenses, over \$13 million remained for distribution to victims. Four other properties were scheduled to close by November 30, 2020 for an additional \$4 million.

In FY 2020, working with the USAO, FBI, and the Internal Revenue Service (IRS), the USMS hosted a four-day sales event, kicking off with a press conference by the U.S. Attorney and a media day showcasing 10 cars at the Golden 1 Center in Sacramento, CA. The USMS, FBI, and USAO representatives also conducted a two-day auction preview and hosted over a thousand in-person visitors. Several international and national news outlets filmed the preview. The auction was successful and sold over 149 assets during a four-hour period, resulting in sales in excess of \$6 million.



**Liquidation of a restaurant franchise:** Defendant Christopher Swartz used a popular regional 35-store restaurant franchise known as JRECK Subs to defraud investors out of approximately \$12 million. JRECK was in a precarious financial situation with mounting debts and only \$15,000 in the bank. The USMS worked with existing franchisees to stabilize the situation. In late 2018, however, most of the franchise agreements expired, and JRECK was in danger of losing not only its franchisees but the entire value of the business. As a result, the court approved the sale of JRECK's assets while litigation was still pending, which was completed under a sealed bid auction in the first quarter of FY 2020 for \$3 million. The auction proceeds, plus the \$1.3 million the business accumulated under the USMS' oversight, left \$4.3 million total to be distributed to victims. The auction outcome also ensured that more than 30 stores could continue to operate under the known JRECK Subs banner. The franchisees were able to continue operations and preserve the value of their small businesses, keeping approximately 300 employees employed.

**Bulk payments to money transfer scam victims:** The Western Union Company admitted to criminal violations including willfully failing to maintain an effective anti-money laundering program and aiding and abetting wire fraud. This scam resulted in over 100,000 victims and over \$153 million identified in fraudulent payments. On March 10, 2020, the DOJ announced that the Western Union Remission Fund

began its first distribution of millions of dollars forfeited to the U.S. government from Western Union to thousands of victims located in the United States and abroad. This first round of payments is one of several expected to occur. In support of this mission, the AFP compensated 6,413 victims who were defrauded in this case. The number of payments to these victims is roughly three times the typical number of victim payments Asset Forfeiture processes per year.

Furthermore, payments to a large population of victims are typically outsourced to an administrator; however, these payments could not be outsourced. The agency quickly established a solution, utilizing readily available data and developing a system to streamline the payments. These resourceful efforts addressed the complex financial requirement to expedite a high volume of payments during a global pandemic.

The solution enabled the agency to obtain victims' banking information and create payment data entries automatically, while still adhering to system controls and ensuring the payments would not circumvent the Treasury Offset Program. The system successfully processed all victim payments worth \$7,409,165 in less than a week. The agency's creative approach saved the government nearly \$300,000 in costs and more than 5,300 hours of work, and in doing so streamlined the compensation process for these and future victims.

**Seizure of popular replica vehicles:** Ryan P. Sheridan, the owner and operator of Braking Point Recovery Center, was sentenced to over seven years in prison for crimes including billing Medicaid \$48 million for drug and alcohol recovery services that were not provided, were not necessary, or had other issues with the claim submissions. In addition to being ordered to pay over \$24 million in restitution, Sheridan was required to forfeit property and proceeds obtained as a result of the crimes, including real properties in multiple counties and eight vehicles. Included in the property were three replica vehicles used in popular movies. On August 1, 2020, the Northern District of Ohio held an auction to sell a 1981 DeLorean customized as a "Back to the Future" time machine, a 1959 Cadillac customized as a "Ghostbusters" "Ectomobile", and a 1995 Chevrolet Caprice Classic customized as a "Batmobile." Collectively the cars sold for nearly \$500,000 and the proceeds will go to the victims.

**Managing seized animals.** The USMS has experienced a significant increase over the past two years in the number of cases for the seizure, custody, and management of animals targeted in civil forfeiture actions pursuant to the Animal Fighting Venture Prohibition of the Animal Welfare Act. In FY 2020 alone, the USMS was responsible for the custody and management of nearly 450 dogs and over 1,000 roosters. Most of the forfeited dogs were placed for adoption through different animal welfare associations.

**FY 2018-FY 2020 ENACTED RESOURCES BY USMS STRATEGIC GOAL**

Dollar amounts are in thousands (000s)

S&E = Salaries & Expenses

[ ] = Funding sources

**Goal 1 & 4:**

"STRATEGIC GOAL 1&4 All S&E Decision Units [S&E]"	2018 Enacted			2019 Enacted			2020 Enacted		
	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Comparison by activity and program									
Judicial and Courthouse Security	409	390	108,561	409	385	111,812	409	386	116,608
Fugitive Apprehension	532	482	132,231	532	476	137,954	532	477	144,659
Prisoner Security and Transportation	275	234	63,857	275	231	65,818	275	211	68,843
Protection of Witnesses	65	58	14,676	65	57	15,151	65	57	15,924
Tactical Operations	46	40	17,111	46	39	17,300	46	39	21,606
<b>Total Enacted - S&amp;E</b>	<b>1,327</b>	<b>1,204</b>	<b>336,436</b>	<b>1,327</b>	<b>1,188</b>	<b>348,036</b>	<b>1,327</b>	<b>1,188</b>	<b>348,036</b>
Reimbursable FTE		190			193			216	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>1,327</b>	<b>1,394</b>	<b>336,436</b>	<b>1,327</b>	<b>1,381</b>	<b>348,036</b>	<b>1,327</b>	<b>1,386</b>	<b>367,639</b>

NOTE: REPRESENTS S&E ADMINISTRATIVE RESOURCES ONLY

**Goal 2:**

"STRATEGIC GOAL 2 Fugitive Apprehension [S&E]"	2018 Enacted			2019 Enacted			2020 Enacted		
	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Comparison by activity and program									
Fugitive Apprehension	1,542	1,371	383,271	1,542	1,354	399,860	1,556	1,371	423,099
<b>Total Enacted - S&amp;E</b>	<b>1,542</b>	<b>1,371</b>	<b>383,271</b>	<b>1,542</b>	<b>1,354</b>	<b>399,860</b>	<b>1,556</b>	<b>1,371</b>	<b>423,099</b>
Reimbursable FTE		90			98			109	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>1,542</b>	<b>1,461</b>	<b>383,271</b>	<b>1,542</b>	<b>1,452</b>	<b>399,860</b>	<b>1,556</b>	<b>1,480</b>	<b>423,099</b>

Note: Represents S&E operational resources only

**Goal 3:**

"STRATEGIC GOAL 3 Judicial and Courthouse Security [S&E] Prisoner Security & Transportation [S&E] Protection of Witnesses [S&E] Tactical Operations [S&E] Detention Services [FPD] Construction Justice Prisoner and Transportation System [JPATS]"	2018 Enacted			2019 Enacted			2020 Enacted		
	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Comparison by activity and program									
Judicial and Courthouse Security	1,270	1,111	337,096	1,270	1,096	347,191	1,282	1,110	365,503
Prisoner Security and Transportation	731	665	169,742	731	657	174,958	737	684	184,501
Protection of Witnesses	183	164	41,320	183	162	42,657	184	164	45,076
Tactical Operations	124	112	46,127	124	111	46,635	126	113	59,181
Total Enacted - S&E	2,308	2,052	594,285	2,308	2,026	611,440	2,329	2,071	654,261
Reimbursable FTE		58			56			65	
Total Enacted with Reimbursable FTE - S&E	2,308	2,110	594,285	2,308	2,082	611,440	2,329	2,136	654,261
Detention Services	27	21	1,536,000	27	27	1,707,397	27	27	1,867,461
Construction			53,400			15,000			15,000
Grand Total Enacted - S&E, FPD, and Construction	2,335	2,131	2,183,685	2,335	2,109	2,333,837	2,356	2,163	2,536,722
JPATS	123	110	52,282	123	110	54,065	123	113	58,620
Total Operating {President's Budget} Level - JPATS	123	110	52,282	123	110	54,065	123	113	58,620
Actual Operating Level - JPATS	123	95	54,467	123	97	53,447	123	96	67,080
Note: Represents S&E operational resources only , FPD appropriation, Construction, and JPATS Revolving Fund									

## GLOSSARY OF ACRONYMS

ACRONYM	DESCRIPTION
AFP	Asset Forfeiture Program
AOITP	Administrative Officer Introductory Training Program
APC	Austin Processing Center
ASPR	Assistant Secretary for Preparedness and Response
ATAK	Android Team Awareness Kit
ATF	Bureau of Alcohol, Tobacco, Firearms and Explosives
BOP	Federal Bureau of Prisons
BTAC	Behavioral Threat Analysis Center
BWC	Body-Worn Camera
CARFTF	Capital Area Regional Fugitive Task Force
CDC	Centers for Disease Control and Prevention
CDUSM	Chief Deputy U.S. Marshal
CE	Continuous Evaluation
CGU	Counter Gang Unit
CGIL	Counter Gang Investigative Liaison
COOP	Continuity of Operations
CRFTF	Carolinas Regional Fugitive Task Force
D/	District of [e.g., D/MA = District of Massachusetts [USMS district]]
D.C.	District of Columbia
DHS	Department of Homeland Security
DIA	Defense Intelligence Agency
DOD	Department of Defense
DOJ	Department of Justice
DSO	District Security Officer
DTEC	Domestic Terrorism Executive Committee
DUSM	Deputy U.S. Marshal
E/	Eastern District of [e.g., E/NY = Eastern District of New York]
EAP	Employee Assistance Program
ESF#13	Emergency Support Function 13
FBI	Federal Bureau of Investigation
FLETC	Federal Law Enforcement Training Center
FPDS-NG	Federal Procurement Data System-Next Generation
FY	Fiscal Year
GCRFTF	Gulf Coast Regional Fugitive Task Force
GSA	General Services Administration
HHS	Department of Health and Human Services
HRFA	High-Risk Fugitive Apprehension
HSIN	Homeland Security Information Network

<b>ACRONYM</b>	<b>DESCRIPTION</b>
HVDE	High-Volume Data Entry
IA	Internal Affairs
IACDITP	Internal Affairs Collateral Duty Investigations Training Program
IGA	Intergovernmental Agreement
INTERPOL	International Criminal Police Organization
IPC	Interdiction for the Protection of Children
IRS	Internal Revenue Service
IS-BAO	International Standard for Business Aircraft Operations
IT	Information Technology
ITD	Information Technology Division
JAG	Judge Advocate General
JMIS	JPATS Management Information System
JPATS	Justice Prisoner and Alien Transportation System
JSD	Judicial Security Division
JSIC	Judicial Security Instructor Cadre
LESTP	Law Enforcement Safety Training Program
MCV	Mobile Command Vehicles
MIDCMS	Misconduct Investigations and Discipline Case Management System
MMIP	Missing and Murdered Indigenous Persons
NAC	National Advocacy Center
NCJS	National Center for Judicial Security
NCMEC	National Center for Missing and Exploited Children
NVMS	National Vehicle Maintenance Service
NYPD	New York City Police Department
OMB	Office of Management and Budget
OOP	Office of Procurement
OPI	Office of Protective Intelligence
OTB	Operation Triple Beam
OWO	Operation Washout
POD	Prisoner Operations Division
PPE	Personal Protective Equipment
RFTF	Regional Fugitive Task Force
RPA	Robotic Process Automation
SDB	Special Deputations Branch
SDUSM	Supervisory Deputy U.S. Marshal
SNSO	Strategic National Stockpile Security Operations
SOG	Special Operations Group
TAC	Think Analyze Connect
TTO	Tactical Training Officer
UAS	Unmanned Aircraft Systems



---

<b>ACRONYM</b>	<b>DESCRIPTION</b>
UFMS	Unified Financial Management System
USAO	U.S. Attorney's Office
USMS	United States Marshals Service
VATP	Vulnerability Assessment Training Program
VCQB	Vehicle Close Quarters Battle











**JUSTICE • INTEGRITY • SERVICE**

U.S. Department of Justice  
United States Marshals Service



---

---

# United States Marshals Service FY 2021 Annual Report

USMS Publication 2 (Est. 2/22)



# U.S. Marshals Service Districts



2022-USMS-000040 366 of 435 Interim



## **PROTECTING AMERICA'S FEDERAL JUDICIAL PROCESS SINCE 1789**



The United States Marshals Service (USMS) is the nation's first and most versatile federal law enforcement agency, involved in virtually every federal law enforcement initiative. The USMS is a force of approximately 5,400 deputies and business professionals who protect the federal judiciary, apprehend federal fugitives, transport and house prisoners, locate and recover missing children, enforce sex offender compliance, operate the Witness Security Program, and manage and sell seized assets acquired by criminals through illegal activities.

Deputy U.S. Marshals (DUSMs) protect the judicial family, serve federal summonses and warrants, and capture federal fugitives. From the arrest of a defendant out on bond to the apprehension of prison escapees, DUSMs investigate, locate, and detain the accused and the guilty to guarantee court cases proceed unimpeded and prison sentences are served. Headquarters lends its investigative assistance in these and other matters, including providing leadership to districts in their efforts to recover missing children and investigate noncompliant sex offenders. Finally, the USMS is central to the Department of Justice's (DOJ's) objective to reimburse victims of crimes through the identification and seizure of assets gained from criminal activity.

To accomplish its various missions, the agency ensures its workforce is responsive to new and existing challenges. In a given week, and depending on the district, a DUSM might be asked to support one or all of the agency's missions. USMS human resources, financial, training, and Information Technology (IT) functions provide unparalleled support to these operational missions. This administrative support allows DUSMs to focus on protecting the federal judicial process. Through continuous training, USMS personnel remain adaptive and agile, always ready to respond to the latest threats and technology.

The agency's headquarters is located in Arlington, Virginia, and provides support to 94 district offices and many additional sub-offices across the country, including four foreign field offices. USMS administrative and operational personnel perform various critical roles by coordinating efforts with other federal, state, and local law enforcement agencies. This cooperation has been a cornerstone of the Marshals Service since its inception, working together to protect, defend, and enforce the American justice system.



I am honored to serve as the 12th Director of the United States Marshals Service (USMS) and pleased to present the USMS Fiscal Year (FY) 2021 Annual Report. This report exemplifies just some of the incredible accomplishments of the outstanding men and women of the USMS. I would like to take this opportunity to thank former Director Donald W. Washington for his committed service to the USMS and our Nation. The USMS' success during his tenure is a testament to his leadership, and we wish him the best in his next adventure.

As the new Director, I am excited to lead the proud men and women of this storied agency and am committed to ensuring the USMS remains the absolute best in protecting, defending, and enforcing the American justice system.

Throughout my law enforcement career, I have had the privilege of working with the USMS, witnessing firsthand the professionalism and commitment of this agency. This dedication can be clearly seen in the successes the USMS has achieved during the second year of the worldwide COVID-19 pandemic. The USMS came to the Nation's aid in many ways, including providing security for the movement of new COVID-19 vaccines, overseeing a vaccination effort for more than

12,000 Native Americans, contributing to the recovery of 950 missing and endangered children, and apprehending over 84,000 fugitives including over 6,000 murder suspects. These efforts, combined with our core mission to protect the federal judiciary, have greatly contributed to public safety across the Nation and is critical to the preservation of our democracy.

As we look to the future, we will work to continually improve our processes and the services we provide, never hesitating to take an introspective look at the agency to ensure we learn from both our successes and setbacks. And through these lessons we will face the evolving challenges and threats of the future with justice, integrity, and service as our guiding principles. We are committed to investing in the workforce, including recruiting only the best, career development and advancement opportunities, and a focus on the safety and wellness of all of our employees. We are focused on developing our personnel to be great leaders, to set the example for the law enforcement community, and to establish best practices that we can share with our colleagues to best protect our communities.

In closing, I would also like to thank our federal, state, local, and tribal law enforcement partners who we work with side-by-side on a daily basis to tackle crime and violence across the Nation. They are part of the USMS family and share in all of our successes.

Please join me in congratulating the men and women of this remarkable agency for another year full of triumphs and enjoy the USMS FY 2021 Annual Report.

Sincerely,

A handwritten signature in black ink, appearing to read 'R. Davis', written in a cursive style.

Ronald L. Davis

Director, United States Marshals Service

# CONTENTS

<b>ABOUT THE UNITED STATES MARSHALS</b> .....	<b>INSIDE FRONT COVER</b>
<b>MESSAGE FROM THE DIRECTOR</b> .....	<b>I</b>
CONTENTS .....	II
Mission   Vision   Organizational Structure.....	1
<b>AGENCY HIGHLIGHTS</b> .....	<b>2</b>
ENSURING THE SAFE DELIVERY OF COVID-19 VACCINES TO AMERICA'S COMMUNITIES AND AROUND THE WORLD .....	2
APPREHENDING A DOMESTIC TERRORIST IN CHALLENGING RURAL ENVIRONMENT .....	2
ESTABLISHING THE FORCE REVIEW BRANCH (FRB).....	3
AWARD-WINNING U.S. MARSHALS SERVICE PERSONNEL.....	5
<b>GOAL 1: INVEST IN OUR WORKFORCE</b> .....	<b>8</b>
MISSION: PROFESSIONAL WORKFORCE.....	9
MISSION: ACCOUNTABILITY AND INTEGRITY .....	15
<b>GOAL 2: STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET</b> .....	<b>17</b>
MISSION: FUGITIVE APPREHENSION .....	18
MISSION: INTERNATIONAL PARTNERSHIPS AND SUPPORT .....	22
MISSION: PROTECTING AMERICA'S CHILDREN AND COMMUNITIES.....	25
<b>GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION</b> .....	<b>30</b>
MISSION: LAW ENFORCEMENT PERSONNEL SAFETY .....	31
MISSION: JUDICIAL PROTECTION AND COURTHOUSE SECURITY .....	33
MISSION: WITNESS PROTECTION.....	39
MISSION: PRISONER TRANSPORT.....	40
MISSION: PRISONER OPERATIONS, DETENTION, AND CARE.....	43
<b>GOAL 4: ENHANCE THE BUSINESS ENVIRONMENT</b> .....	<b>48</b>
MISSION: FINANCIAL MANAGEMENT MODERNIZATION AND COMPLIANCE .....	50
MISSION: ASSET FORFEITURE PROGRAM.....	55
<b>FY 2018-FY 2020 ENACTED RESOURCES BY USMS STRATEGIC GOAL</b> .....	<b>60</b>
Goals 1 & 4:.....	60
Goal 2:.....	60
Goal 3:.....	61
<b>APPENDIX: GLOSSARY OF ACRONYMS</b> .....	<b>62</b>
<b>IN MEMORIAM 2021</b> .....	<b>INSIDE BACK COVER</b>

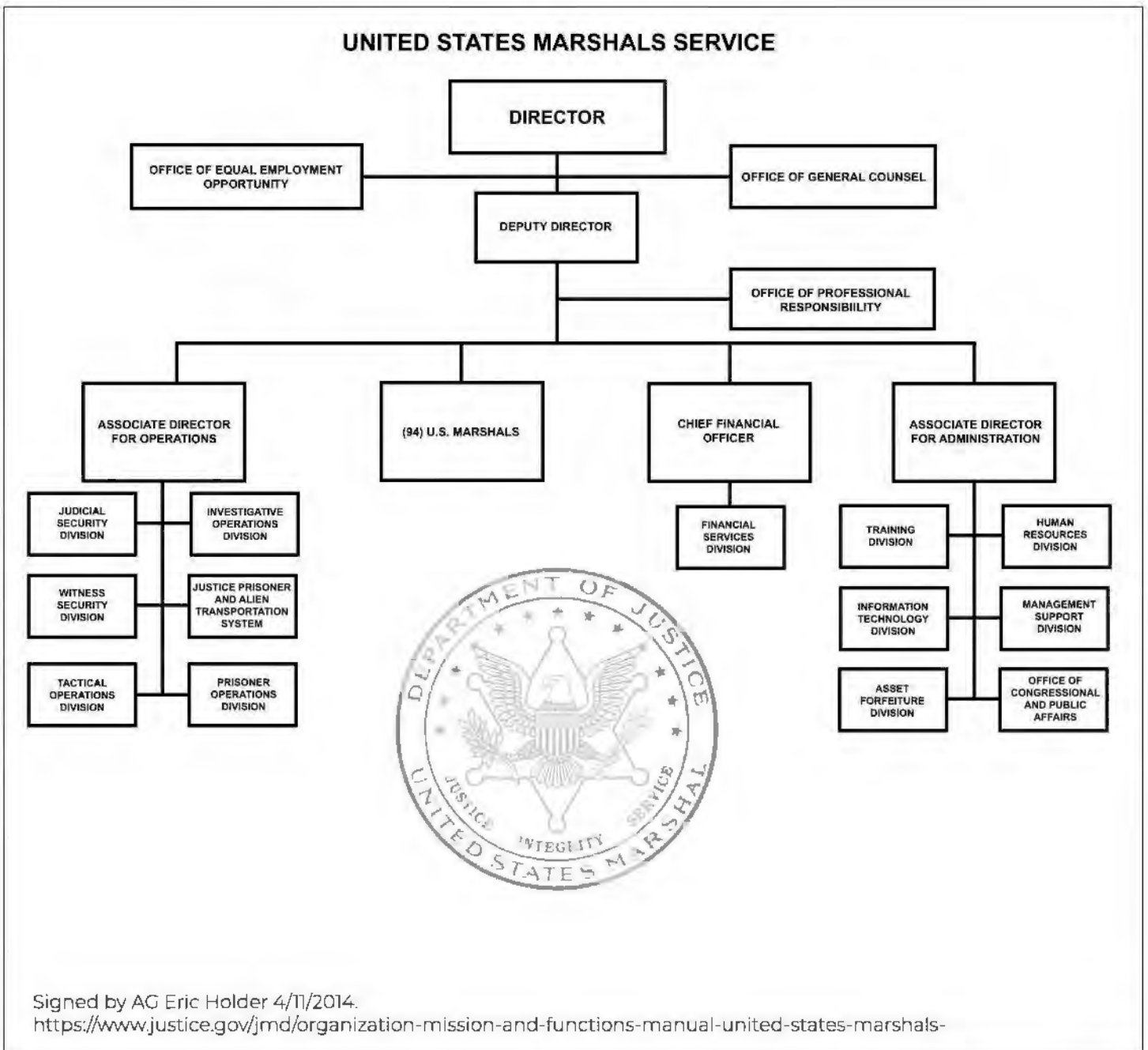
**MISSION**

To protect, defend, and enforce the American justice system.

**VISION**

Leadership among law enforcement by empowering informed decision-making—accountable to the public and partners.

**ORGANIZATIONAL STRUCTURE**



### ENSURING THE SAFE DELIVERY OF COVID-19 VACCINES TO AMERICA'S COMMUNITIES AND AROUND THE WORLD.

The USMS has a Memorandum of Agreement with the U.S. Department of Health and Human Services (HHS) to provide security for the national repository of medical countermeasures. The agency is currently working with the White House COVID-19 Response Team, Department of Defense, and HHS to provide security for COVID-19 vaccines transported from the facilities where they are manufactured to distribution sites. This requires USMS personnel to perform physical convoy security escorts for the drug product around the country. These missions have occurred daily throughout most of FY 2021, including weekends, holidays, and blinding snowstorms and blizzards. This effort resulted in the successful delivery of over 400 million vaccine doses in the U.S.



This was not a traditional USMS mission and constituted a massive undertaking, requiring district support. Early in the COVID-19 pandemic, USMS personnel supported national quarantine/repatriation operations at five sites across the U.S. Regional Law Enforcement Coordinators and Field Coordinators continued to support the Federal Emergency Management Agency (FEMA) Regional Response Coordination Centers throughout the pandemic and are still supporting planning and preparation for additional pandemic response. USMS personnel also supported the Dover, Delaware, federal vaccination site.

The USMS reacted with a multifaceted approach as the lead security agency for the COVID-19 vaccine response. Personnel deployed across the nation to establish command and control for the comprehensive logistics plans. Additionally, the agency replenished critical personal protective equipment, that was unavailable through normal channels, for USMS continuity sites during the COVID-19 response. In March 2021, the USMS entered into a reimbursable agreement with the HHS to provide additional personnel to support this initiative until July 15, 2021. Approximately two months into this operation, HHS requested to increase the number of deputies to support additional missions.

It became apparent that additional deputies would be necessary as more manufacturers received approval for their vaccines. Since July 2021, the USMS pivoted certain missions to international deliveries, ensuring the secure delivery of more than 600 million vaccines to countries worldwide via bi-lateral and country direct missions. More than 4.85 billion doses were administered across 183 countries during the greatest vaccination campaign in history.

### APPREHENDING A DOMESTIC TERRORIST IN A CHALLENGING RURAL ENVIRONMENT.

On July 11, 2021, the USMS Special Operations Group (SOG) joined the District of Minnesota (D/MN), Pennington County, and Red Lake County officers in the search for fugitive Eric Reinbold, who was wanted for the murder of his wife who was found dead from stab wounds on July 9, 2021, and a federal supervised release violation stemming from a 2017 federal conviction of constructing pipe bombs. Reinbold was arrested in June of 2015 when a postman witnessed Reinbold repeatedly ramming his wife's car with his truck. Reinbold's wife and children were inside the car at the time and Reinbold was armed with a handgun. When officers arrived, Reinbold fled with a handgun to a hunting area nearby. Law enforcement in the area lacked the resources and vehicles to apprehend him as he hid in the forest and escaped from them in the dark before he was eventually arrested. His history of fleeing

law enforcement when cornered gave investigative agents a baseline pattern of behavior but the July 2021 case still posed challenges. For one, immediate family and several friends were in denial of Reinbold's guilt in his wife's murder and his mental condition which posed a potential complication in the way of a support network for the fugitive.

Reinbold was suspected of being in and around the Oklee, Minnesota, area which is extremely flat, rural, and sparsely populated, reducing the likelihood of sightings and intelligence from the public. There was very little additional law enforcement support available besides that of a Sheriff's Office with only a few deputies and state troopers from a nearby substation. Multiple large-acre farms, hunting areas, mobile campers, trailers, and homesteads had to be searched. These properties had numerous outbuildings, abandoned homes, campers, garages, sheds, and dilapidated structures where Reinbold could easily seek shelter, gain supplies, or burglarize without immediate notice. The farms, in that area, consist of several hundred acres with waist-high grass and crops and the hunting areas are thickly vegetated, impeding aerial observation apart from low flying remote control drones.

Reinbold was in very good physical shape, had an intimate knowledge of the surrounding properties from childhood, was known to be able to live off the land, and had been planning and preparing for conflict against the government, as shown by journals seized from his property.

The USMS Office of Strategic Technology (OST) supported the manhunt by deploying a Senior Inspector and technician, along with deployable portable radios programmed on the statewide system. OST also organized and deployed assets to improve cellular signal in the area and enable GPS tracking of team members. Real-time trail cameras helped the team identify a general location of the subject. SOG Members, USMS investigators, and local law enforcement set up a large perimeter around the area in which he was spotted.

With all resources in place, a Tactical K-9 unit picked up Reinbold's trail, leading to investigators tightening the perimeter. When Reinbold appeared on a game camera for the last time, SOG utilized night vision and low-light operating capability combined with its command-and-control techniques to surround the area. SOG slowly encircled him until his heat signature was picked up by a handheld thermal imager[DL(1)]. Reinbold was apprehended without incident on August 4, 2021.



## ESTABLISHING THE FORCE REVIEW BRANCH (FRB).

The USMS established the FRB to review Use-of-Force (UOF) reports from districts and move the responsibility out of the Office of Professional Responsibility - Internal Affairs.

Since its establishment on February 1, 2021, the FRB's mission is to ensure that all USMS personnel and supporting Task Force Officer UOF incidents are thoroughly, objectively, and independently examined without prejudice, bias, or favor. By conducting more-comprehensive reviews of UOF incidents, FRB staff can analyze tactics, outcomes, and potential improvements of personnel safety and recommend changes to policies, procedures, and training programs. This review ensures personnel are using best practices during field operations to maximize the safety of the public and USMS personnel while minimizing the agency's exposure to liability. Moreover, the comprehensive reviews will promote transparency and demonstrate objectivity and accountability to the public.

## AGENCY HIGHLIGHTS AND AWARDS

---

FRB staff conducted a significant amount of research before developing the program. This research included identifying UOF best practices through meetings with other law enforcement agencies, such as Customs and Border Protection; the Bureau of Alcohol, Tobacco, Firearms and Explosives; and the U.S. Department of Treasury. This resulted in the FRB implementing several best practices, including mandating all FRB Senior Inspectors receive the Force Science Certification via a five-day program that trains individuals to recognize and articulate important psychological, biological, and physiological factors that can affect behavior and memory in force encounters and pursuit situations. Additionally, senior inspectors learned how and why force confrontations evolve and how to extract relevant recollections from participants' and witnesses' memories. FRB staff also revised the shooting review process so that now, in addition to providing documentation, the FRB Senior Inspectors brief shooting incidents to the Shooting Review Board (SRB). This allows the Senior Inspector who is trained and who liaised with the investigating agency to provide a thorough presentation instead of relying on an SRB member to interpret the written documentation and accurately present it to the SRB.

FRB staff established a Less-than-Lethal Review Board (LTLRB) to ensure that incidents using less-than-lethal force are as thoroughly reviewed as shooting incidents. Another established critical best practice was the addition of a shooting incident weblink on USMS smartphones which contains important contact information needed after a shooting incident, the required post-shooting steps for USMS employees and supervisors, and links to relevant USMS sites. The moments following a shooting can be chaotic and traumatic. The weblink ensures that the critical information field personnel need is readily available and easy to use. FRB also developed and refined training to ensure operational personnel are receiving consistent training that addresses issues the FRB observed when reviewing UOF incidents.

The FRB collaborated with the USMS mission system team that captures UOF reporting to refine the reporting process to provide a more comprehensive analysis of USMS UOF incidents, which has both improved the user experience and provided more relevant information to the USMS on UOF incidents. The data from the system is entered into a data management system that FRB developed which allows it to incorporate additional relevant data, such as training courses attended. Additionally, the FRB staff established a quarterly newsletter that addresses issues or concerns identified in the previous quarter while reviewing UOF reports and communication with the LTLRB. Finally, FRB established a working group with USMS and external stakeholders to exchange ideas and information with the goal of creating better internal controls for the FRB.

The USMS FRB now serves as a model for other law enforcement agencies desiring to either implement a similar program or improve their existing one.

## AWARD-WINNING U.S. MARSHALS SERVICE PERSONNEL



On August 18, 2021, during the 21st Annual Leadership Training Conference hosted by the Women in Federal Law Enforcement Foundation, a non-profit organization working to promote the value that women bring to law enforcement, DUSM Lisa Alvarez-Spagnuolo was awarded the **Julie Y. Cross Award**, their most prestigious honor—a first-ever award for the USMS. The annual award, presented to a full-time, sworn law enforcement officer, recognized the courage, stamina, and willingness to go above and beyond the call of duty resulting in an exceptional heroic achievement in law enforcement. DUSM Alvarez, who participated in an early morning USMS fugitive task force warrant service for a fugitive wanted in Massachusetts for shooting a Massachusetts State Police officer, was ambushed with gunfire by the fugitive who had concealed himself in the residence. During the exchange of gunfire, two DUSMs were wounded multiple times. DUSM Alvarez immediately attended to a DUSM despite the extremely dangerous conditions and gunfire. DUSM Alvarez checked him for wounds, commenced tactical first aid procedures and applied an emergency tourniquet to his upper quadricep

DUSM Lisa Alvarez-Spagnuolo (center) accepts the Julie Y. Cross Award.



## AGENCY HIGHLIGHTS AND AWARDS

to stop the bleeding—very likely saving his life, ensuring that he did not go into shock. Once he was stabilized, DUSM Alvarez immediately assisted administering first aid to the other DUSM's multiple wounds, using her fingers to plug gunshot wounds, while awaiting extraction and transport to the hospital. After the firefight, the task force successfully extracted the wounded and transported them to a local Bronx hospital emergency trauma unit.

DUSM Alvarez's bravery and reaction under fire while delivering lifesaving assistance to the wounded DUSMs demonstrated her professionalism and high level of readiness and training: hallmarks of the United States Marshals Service.



Assistant Director Broshow (center) receives the FLETC Partnership Award.

The USMS and the Federal Law Enforcement Training Center (FLETC) worked together to integrate two critical basic training programs, resulting in an estimated savings of over \$500,000 annually on basic training-related costs. The dedication and phenomenal efforts of the USMS basic training team warranted the bestowal of the **FLETC Partnership Award**, which is presented annually to a partner organization whose accomplishments and excellence in performance benefit the interests of the United States, as well as advance the federal law enforcement community to safeguard the American people while significantly improving FLETC's ability to achieve its strategic goals. The USMS, as one of FLETC's original partners, has taken pride in being a key leader of the law enforcement community for more than 50 years.

The HHS Assistant Secretary for Preparedness and Response (ASPR) recognized Chief Inspector Marty Hunt of the USMS with the **Pledge to Excellence Award** for his leadership and role in the success of the COVID-19 vaccine mission. This project increased ASPR's operational readiness as well as contributed to the Department's preparedness and response capabilities. Marty successfully emphasized collaboration amongst different groups in ASPR. This project greatly impacted ASPR and potentially HHS.





From L to R: Assistant Director Shannon Brown, Mike Dudzinski, Theresa Huff, Rebecca Bonar, Rich Deagle, Ken Carmichael, Scott Wilhelm, Riley Finley, Rob Hankins, and Luke Pingrey.

In FY 2021, the General Services Administration (GSA) and the Federal Interagency Committee for Aviation Policy (ICAP) awarded the Justice Prisoner and Alien Transportation System (JPATS), for the second year in a row, the **Federal Aviation Small Program of the Year**. This award recognizes JPATS for its stellar aviation safety, training, maintenance, and operational program performance throughout FY 2020. Additionally, USMS employees were individually recognized by ICAP for their outstanding performance in aviation: Arlene Carlson for Administration (procurement), Rob Hankins for Aviation Maintenance, and Scott Wilhelm for Aviation Management.



## INVEST IN OUR WORKFORCE

The USMS workforce is the agency's most valuable resource. The purpose of this goal is to determine the human resource needs of the agency; manage the background investigation program; recruit and employ a culturally diverse workforce; provide for the health, safety, and well-being of the workforce; provide opportunities for career advancement, continuing education, and skills development; and promote employee participation in setting the goals, objectives, and business practices of the agency.

The agency's commitment is to ensure that its workforce has the right mix of competence, capacity, and empowerment to be successful. Identifying future skill requirements and forecasting the demand is difficult for federal agencies. The USMS will identify core competencies for personnel and will develop comprehensive training plans to mitigate skill gaps, enhance employee developmental opportunities, boost morale, and improve talent retention. Ultimately, the USMS aims to lead by example through prioritizing its human capital and training needs in the same way it exemplifies its law enforcement programs through protection and investigation.

To achieve the agency's goal to invest in its workforce, the USMS developed the following strategic objectives:

- Develop the Workforce Based on Identification of Emerging and Mission-Critical Competencies
- Provide Value-Added Training for All
- Build an Organizational Culture that Attracts and Retains Top Talent
- Identify Opportunities for Automation to Increase the Efficiency of the Workforce
- Strengthen Productivity, Accountability, and Compliance by Refining Management Practices

**MISSION: PROFESSIONAL WORKFORCE**

The USMS requires a professional workforce to accomplish its complex and varied missions. The workforce consists of approximately 5,400 employees, 70 percent of whom are law enforcement officers. Professional, administrative, and technical functions provide the necessary foundation to achieve USMS strategic goals and objectives, execute the mission, and manage its diverse workforce. The agency continues to assess organizational and business structures, evaluate the workforce composition, and ensure the right people with the required skill sets are in the right positions.

**STRATEGIC OBJECTIVE: DEVELOP THE WORKFORCE BASED ON IDENTIFICATION OF EMERGING AND MISSION-CRITICAL COMPETENCIES**

**EVALUATING THE AGENCY'S PROFICIENCIES FOR CIVIL UNREST RESPONSE.** Throughout 2020, the USMS responded to civil unrest incidents around the country that directly impacted USMS operations and the federal judiciary. Agency leadership recognized the need to identify best practices when responding to civil unrest scenarios and sought to assess its response to civil unrest incidents. In May 2021, the USMS conducted a tabletop exercise designed to simulate a civil unrest scenario based on real-world events that directly impacted USMS operations as well as the federal judiciary, requiring the district to respond to a given situation utilizing resources germane to the district. Three district management teams received the initial scenario briefing and participated throughout the civil unrest exercise utilizing internal and external resources. The exercise uncovered areas requiring further evaluation and illustrated the importance of cooperative and collaborative partnerships with federal, state, and local agencies to ensure a successful response and the safety of all personnel.

**STRATEGIC OBJECTIVE: PROVIDE VALUE-ADDED TRAINING FOR ALL**

**MISSION PROGRAM DATA**

Table 1: FY21 USMS Officer Safety Training

USMS Courses	USM	Non-USM	Total Trained
Body Worn Camera Basic User Course	170	-	170
Body Worn Camera Management Responsibilities Course	40	-	40
Tactical Training Officer Instructor Course	22	-	22
Tactical Training Officer Sustainment Training	55	-	55
Control Tactics Instructor	29	-	29
Less-than-Lethal Munitions Master Instructor Course	28	-	28
High-Risk Fugitive Apprehension - Tactics and Fundamentals	88	47	135
High-Risk Fugitive Apprehension - Vehicle Operations	125	72	197
<b>Total</b>	<b>557</b>	<b>119</b>	<b>676</b>

**IMPLEMENTING NEW CONTROL TACTICS.** In August 2021, the USMS piloted a new agency-wide control tactics training program for instructors. Internal and external subject matter experts developed this program with the purpose of establishing a fundamental program that would instill competence and confidence in conducting hands-on control tactics in any situation. This program meets the operational needs specific to USMS missions and will be delivered to operational personnel in the field as well as in basic training. Twenty-three instructors graduated and are certified to teach the curriculum. Over 80 hours during basic training are dedicated to control tactics, which replaced FLETC's Officer Response Training curriculum. An immediate result of this implementation was the significant reduction in Search and Restraint

## GOAL 1: INVEST IN OUR WORKFORCE

---

Practical Exam failures (nine percent), which was previously at 24 percent during FY 2021; this represents a greater than 50 percent reduction in average failures and yields a higher pass rate for the course participants.

**ENSURING PERSONNEL WHO SPEARHEAD USMS COUNTER-GANG INITIATIVES CONTINUALLY ENHANCE THEIR TRAINING AND RECEIVE CURRENT GANG INTELLIGENCE.** In FY 2021, despite the pandemic, the USMS conducted training for the newly appointed Organized Crime Drug Enforcement Task Force (OCDETF) District Coordinators and Counter-Gang Investigation Liaisons. This included training on domestic and transnational gangs, as well as instruction in coordinating and reporting on counter-gang initiatives. USMS operational personnel and Task Force Officers (TFOs) also attended local Gang Investigators Association Training Conferences and gang-related webinars.

**PROMOTING EMPLOYEE AND MANAGEMENT DEVELOPMENT BY CREATING DIVERSE TRAINING OPPORTUNITIES AND PROFESSIONAL ENGAGEMENT SESSIONS.** In July, the USMS held a virtual Administrative Officer (AO) Conference, providing training to the assembled districts' AOs. The conference included topics on financial management, human resources, procurement management support activities, and compliance activities. The financial management related sessions included:

- Budget Execution training that provided key principles of Appropriations Law, the Antideficiency Act, the Bona Fide Need Rule, overview of District Workplans, usage of proper Spending Object Class codes (categories in a classification system that presents obligations by the items or services purchased by the Federal Government), proper obligation documentation, including proper signatures on attachments, and Service of Process.
- Financial Systems Support training that focused on the financial system upgrades and their impacts on AOs' daily processes. The training provided concepts and instructions on how to run commonly used reports from the in-house Business Intelligence Enterprise Reporting system, E2 Solutions Travel system, Unified Financial Management System (UFMS), and various Treasury financial processing systems.
- Financial Reporting and Business Integration Center training that provided a refresher course on the obligation review process, quarterly obligation certification, and accurate realization of accruals by using various supporting accrual calculation methodologies.
- Federal Travel Regulations training that focused on requirements, such as temporary duty travel, local travel, and travel card policies and procedures.

In partnerships and collaborations with the DOJ, the USMS presented financial and travel compliance topics in four Chief Development Program courses and five Supervisory Leadership Development classes, as well as provided training to over 200 employees on a financial management course that focused on federal financial management processes. The course attendees developed a solid understanding of budgeting, accounting, performance management, the relationships among these functions, and how financial management components fit together in federal agencies.

In addition to facilitating and participating in these training sessions, the USMS hosted a monthly Audit Café, providing financial best practices and compliance updates to program offices. Overall, these training sessions provided real-world examples and exercises to help the attendees apply key concepts to their day-to-day operations.

**MODERNIZING AUTOMATED EXTERNAL DEFIBRILLATOR (AED)-CARDIOPULMONARY RESUSCITATION (CPR) TRAINING.** The USMS is responsible for the maintenance of AEDs throughout judicial and USMS space, as well as training and CPR certification. Maintaining these certifications during a period of “maximum telework” was difficult, and supervisors had little visibility into the status of their employees’ certifications. The USMS Office of Environmental, Occupational Safety and Health incorporated Red Cross best practices into its remote training. New training materials in a digital streaming format facilitated safe and effective certifications. Additionally, the USMS used its internal training platform to track certifications, providing supervisors and managers insight into training statuses and the ability to highlight those who may have fallen behind in their training goals. Certifications have been maintained throughout the pandemic, and travel costs have been lowered. This project improved the visibility of USMS training goals and assured the judiciary that deputies remained equipped and capable of performing life-saving measures should the need arise.

**ANSWERING THE NEED FOR THREAT INVESTIGATIONS TRAINING.** In March 2021, the USMS successfully piloted a revamped, specialized ten-day Protective Intelligence Training Course (PITC) for threat investigators. The course mirrors the flow of actual operations and utilizes a modern adult learning model. This model consists of short lectures followed by small group discussions, practical exercises, and written tests in critical skills, evaluating the application of those critical skills in real-world, “live-problem” scenarios. Due to high demand and the critical training need in conducting threat investigations, the USMS divided the program into a five-day Basic and a five-day Advanced course. The agency ran three PITC Basic courses, training a total of 129 threat investigators across 73 districts. To broaden the course’s reach, it was added to the USMS internal training platform as an introduction or refresher for all investigators, and cross-trained to interagency partners to assist in strengthening their threat investigation programs. This training ensures students return to their districts with the knowledge, skills, and ability needed to identify, investigate, assess, and mitigate threats to USMS protected persons, facilities, or events immediately upon their return.

**LAUNCHING THE INAUGURAL VULNERABILITY ASSESSMENT TRAINING.** The USMS is tasked with the protection of the federal judiciary, federal courthouses, and the court process. However, the USMS lacked a standard procedure for conducting vulnerability assessments of its protective assets. Recognizing this deficiency, the USMS created the Vulnerability Assessment Training Program (VATP). The VATP instructs students on conducting vulnerability assessments of judicial facilities, residences, and routes through both classroom instruction and a series of four practical exercises in which students conduct vulnerability assessments and document them on a new standardized USMS form. In addition to addressing a critical judicial security mission need, this new program establishes standard methodology for conducting vulnerability assessments and is the first of many to be added to the training curriculum.

**ACHIEVING TRAINING GOALS AT AN ACCELERATED PACE.** To keep pace with the latest trends and threats affecting witness security, the USMS regularly trains its personnel in the tradecraft, technology, and techniques unique to its renowned witness protection and relocation program. Unfortunately, the pandemic interrupted that rigorous training schedule. In March 2021, as pandemic restrictions eased, the USMS launched an ambitious witness security training program for the rest of the fiscal year. Through a mixture of virtual and in-person training, and outdoor, scenario-based exercises, the USMS recovered lost training time. Between April and September 2021, witness security personnel received 3,378 hours of specialized training, squeezing nearly a year’s worth of professional development activities

## GOAL 1: INVEST IN OUR WORKFORCE

into six months. Staff developed or refreshed skills ranging from driving armored vehicles to behavioral analysis techniques that improve communication with protected witnesses. This accelerated and demanding training schedule for the latter half of the fiscal year enabled USMS witness protection personnel to achieve professional development goals and continue running the world's premier witness protection program.

### STRATEGIC OBJECTIVE: BUILD AN ORGANIZATIONAL CULTURE THAT ATTRACTS AND RETAINS TOP TALENT

**RECRUITING AMIDST THE PANDEMIC.** Because of the significant limitations on space, travel, and in-person interactions, the agency revised strategies to replenish its applicant pool for DUSM positions. The USMS reached over 2,000 potential applicants through information sessions and conducted over 1,100 interviews. In addition to hosting mini-information sessions and structured interviews throughout the country, the USMS designed and implemented its first-ever Information Session and Structured Interview combined event in Oklahoma City. This week-long event included hosting information sessions, determining basic eligibility, and conducting structured interviews of more than 300 potential applicants. Performing both steps of the recruiting process in a single week allowed the agency to shave off several months of the hiring life cycle, which will be critical to ensuring the USMS can onboard deputies at the levels funded in FY 2022 and 2023.

**IMPLEMENTING A NEW DEPUTY DEVELOPMENT PROGRAM.** Like many agencies in the 21st century, the USMS identified the need to expand on employee development. As a start to accomplish this, the agency designed a career development roadmap for DUSMs entitled the Deputy Development Program. The program is currently designed for operational General Schedule (GS) level five through GS-15 positions and outlines a logical sequence of progression based upon core competencies for each position. The Deputy Development Program also prepares DUSMs for future opportunities by building on and enhancing their leadership and management skills.

The new program helps increase career opportunities, morale, and career satisfaction; develop self-paced skills and competency; provides a standardized path to prepare for promotion opportunities; increases self-efficacy and job engagement; and provide an opportunity to demonstrate willingness and ability to further agency goals and objectives. The USMS benefits overall from increased public confidence in the professionalism of USMS staff, while improving agency services to the public. Additionally, the new program assists with employee attrition and turnover, staff retention, and work distribution.



**DUSMs JOINING SOG.** On June 7, 52 DUSMs traveled to the SOG Tactical Center located in Pineville, Louisiana, hoping to join its ranks. The SOG selection process is a physical and mental challenge developed to identify those individuals who have the characteristics needed to be members of the unit. The candidates represented several districts and divisions: 47 candidates from 33 districts, four candidates from the Investigative Operations Division, and one candidate from the Training Division.

SOG staff worked closely with Johns Hopkins Medical professionals to develop a robust COVID-19 mitigation plan. All candidates were asked to receive their vaccines prior to arrival. The USMS purchased a Cepheid COVID-19 rapid screening machine, which allowed SOG medics to screen all candidates, staff, and support personnel prior to having any contact with the class. These mitigation steps allowed SOG to conduct the selection process in a safe manner. On June 24, 26 candidates successfully completed SOG Selection Phase I (50 percent completion rate). These deputies were then allowed to move on to the newly implemented Phase II - New Operators Course. This represents the first time this two-phased approach was used for selection.

The remaining 26 DUSMs returned September 7 to begin Phase II; a few weeks later, 24 candidates successfully completed the course. These deputies demonstrated physical and mental fortitude and earned the honor and distinction to become a member of SOG. The USMS held a graduation ceremony to recognize the accomplishments and perseverance of these individuals. From the first SOG Selection course back in 1971 until today, the SOG legacy continues to be passed along from one deputy to the next.



**EXPANDING THE OPERATION SWIFT EAGLE (OSE) TEAM.** The OSE team is a group of highly trained operational DUSMs whose primary mission is to provide protective services to designated government assets in the event of a national emergency. The OSE team has seen a greater use by DOJ and District of Columbia (D.C.) Superior Court due to its unique and upgraded skillsets for responses to protests and district operations. This increased exposure has led to a greater appreciation of the team. As a result, the OSE team expanded which will improve critical team capabilities and create the ability to support other USMS missions in the National Capital Region. The USMS is working with DOJ to increase the budget and team expansion.

**GRANTING TOP SECRET CLEARANCES TO DUSMs.** The position designation for all deputies was updated to reflect the requirement to obtain and maintain a Top Secret (TS) security clearance. The USMS identified the affected population and processed the clearance actions for 95 percent of these individuals. Previously, TS access was not granted to this population unless a specific need for access to classified information was identified. This process resulted in inefficiencies as there was a delay in granting TS access when needed and it was negatively impacting the USMS mission. As a result, the USMS began granting TS access to all DUSM's at the time of the eligibility determination based on the duties and responsibilities of the position and the need-to-know. This will allow immediate access to classified information as soon as the need arises.



## GOAL 1: INVEST IN OUR WORKFORCE

---

### STRATEGIC OBJECTIVE: IDENTIFY OPPORTUNITIES FOR AUTOMATION TO INCREASE THE EFFICIENCY OF THE WORKFORCE

**IMPROVING THE EMPLOYEE DISCIPLINE PROCESS.** A priority for the USMS over the last few years has been to ensure prompt resolution and closure of misconduct investigations and disciplinary actions. The discipline adjudication program has undergone a complete overhaul, including updated Standard Operating Procedures (SOPs) and review of policies, increased hiring of seasoned staff, increased training of staff to ensure consistent and accurate performance of duties, and the development and implementation of an automated case management system to streamline the process and track timeliness.

To continue to improve overall customer support to USMS supervisors and allow district and division management to effectively deal with misconduct and take necessary disciplinary actions in a timely manner, the USMS also facilitated multiple virtual information sessions for supervisors around the agency. The process improvements and automated case tracking resulted in a dramatic decrease in the time to process misconduct cases, reducing the total adjudication time from open to close by 50 percent. Moreover, the huge backlog significantly diminished.

**OPTIMIZING THE COURT SECURITY OFFICER (CSO) APPLICANT PROCESSING AND ADJUDICATION PROCESS.** The USMS worked diligently to increase efficiencies in various CSO personnel processes. Through the implementation of new internal procedures, the USMS has decreased the timeline to on-board CSO personnel significantly while also reducing the backlog of CSO Periodic Re-Investigations (PRIs). From FY 2018 to FY 2020, the average processing time from the receipt of the applicant package to official start date was 227 days. In FY 2021, the average processing time was reduced to 135 days with 84 of those days devoted to conducting the investigation. Additionally, the USMS cleared 85 percent of the PRI backlog for CSOs by adjudicating 807 cases throughout the fiscal year.

### STRATEGIC OBJECTIVE: STRENGTHEN PRODUCTIVITY, ACCOUNTABILITY, AND COMPLIANCE BY REFINING MANAGEMENT PRACTICES

**ACHIEVING REACCREDITATION FOR USMS TRAINING PROGRAMS.** In December 2020, the USMS participated in the Federal Law Enforcement Training Accreditation (FLETA) Academy Reaccreditation Assessment. After a thorough review, the assessors found no discrepancies with USMS policies and procedures. Subsequently, in April 2021, the FLETA Board voted unanimously to award Reaccreditation of the USMS as an Accredited Training Academy. The USMS immediately turned its focus to preparation for the FLETA Training Program Reaccreditation Assessment for its basic training program. The agency gathered and prepared 700 documents to show evidence of its compliance with 53 USMS and FLETC policies and 95 FLETA standard elements. In July 2021, the USMS successfully completed the required Reaccreditation Self-Assessment, and the FLETA Program Reaccreditation Assessment was completed in August 2021. The assessors found no discrepancies and reaccreditation is pending final award in November 2021.

**MISSION: ACCOUNTABILITY AND INTEGRITY**

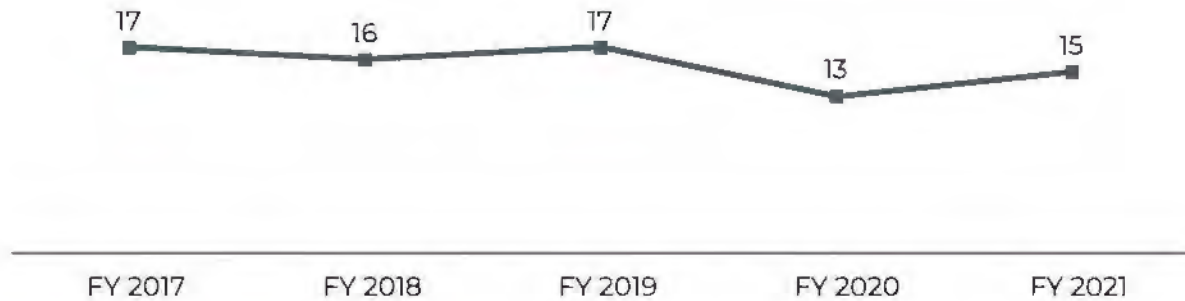
Accountability and integrity of agency programs, personnel, and financial activities are top agency concerns. Through the efforts of Internal Affairs and Employee and Labor Relations, the agency investigates allegations of misconduct and integrity violations and provides effective advice and guidance to USMS management and discipline officials on adverse actions resulting from employee misconduct. The Compliance Review program ensures compliance with USMS and DOJ policies and procedures.

MISSION PROGRAM DATA

Figure 1: Internal Affairs Caseload



Figure 2: Compliance Review Assessment



**OPTIMIZING THE POLICY REVIEW PROCESS.** The Office of Policy (OP) streamlined the policy review process to reduce the amount of time from review to signature from approximately eight to nine months to now three to four months. In FY 2021, the OP hosted three Policy Change Control Board meetings with executive leadership, resulting in 17 policies being reviewed and 31 policies being signed by the director.

**UPDATING USMS POLICIES.** The OP completed the policy certification review process. The purpose is to identify agency policies that are not signed; not in conformance with current agency guidelines; no longer relevant or current; and policies that may be merged or canceled. The process provides each division and staff office with time to review their policies as part of an agency-wide review and provides a plan of action to make any necessary revisions. Through the end of FY 2021, this process resulted in the review of 257 policies, of which 173 were found needing revision; as of September, 35 of these policies were revised and 26 were submitted to the OP for updates.

## GOAL 1: INVEST IN OUR WORKFORCE

---

**CENTRALIZING ALL OFFICIAL POLICY-RELATED CONTENT, ALLOWING FOR MORE VISIBILITY AND ACCESSIBILITY.** Prior to 2021, all agency directives were housed in multiple locations. The OP, in coordination with a SharePoint developer, updated the OP intranet site, granting all USMS users' access to approximately 1,700 current and archived policy directives, SOPs, and policy memoranda. The new user interface provides all agency personnel access to these artifacts dating back to 1984, providing meaningful input on the evolution of USMS policy guidance and procedures over the last 37 years.



GOAL

## STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET

2

The USMS must manage its investigative resources and invest in strategies that achieve the greatest programmatic gain to increase public protection. The synergistic efforts of USMS investigators, analysts, and administrative professionals ensure the efficient execution of the investigative missions. External partnerships with federal, state, local, tribal, and international law enforcement entities further enhance this synergy and are essential to achieving the mission. The agency's goal is to strengthen and expand the USMS investigative skill set which includes equipping the USMS workforce with the latest training, technology, and tools.

To achieve the agency's goal to strengthen investigations across the mission set, the USMS developed the following strategic objectives:

- Expand Investigative Capabilities through a Combination of Technology and Strategic Partnerships
- Institutionalize USMS Investigative Culture
- Protect Children and Communities through the Rigorous Investigation and Arrest of Noncompliant Sex Offenders

## GOAL 2: STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET

### MISSION: FUGITIVE APPREHENSION

Fugitive apprehension is a keystone in the national effort to target violent crime by reducing the number of violent offenders in America's communities. The USMS is the federal government's primary agency for conducting fugitive investigations which includes both domestic and transnational fugitive investigations. The USMS also supports the OCDEF investigations which are overseen by the AG. The USMS serves as custodian of federal arrest warrants until execution or dismissal and maintains a federal fugitive caseload of approximately 50,000 each FY. Over the last decade, the USMS has apprehended more than 257,000 fugitives and cleared nearly 384,000 federal warrants, including 33,552 arrests and 35,042 warrants cleared in FY 2021. The USMS also has the statutory authority to enforce the Fugitive Felon Act and may assist state and local agencies with their fugitive missions, even in the absence of interstate or other extra jurisdictional flight.

MISSION PROGRAM DATA

Figure 3 – USMS Federal and Egregious State and Local Fugitives Apprehended or Cleared

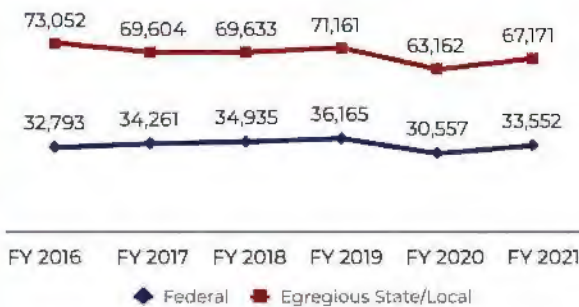
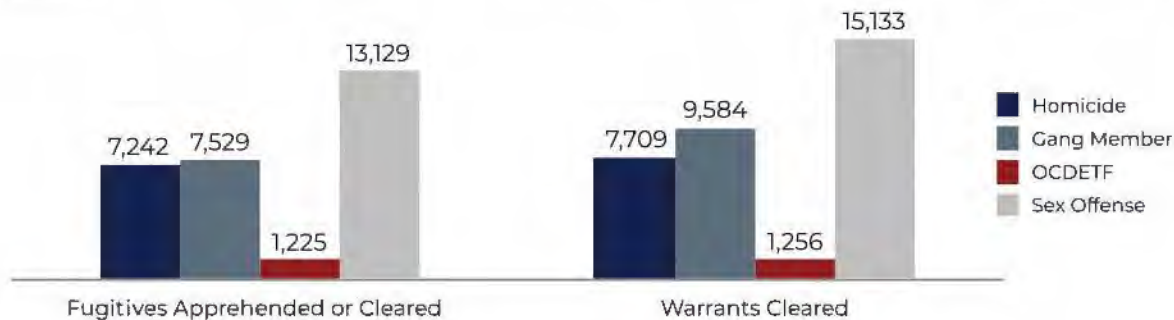


Table 2 – FY 2021 Violent Gang Fugitives Arrested/Cleared, by USMS arrest, by Select Criminal Activity

Criminal Activity	No. of arrests
Homicide	740
Robbery	638
Assault	1,192
Kidnapping	80
Sex offense	164
Weapons offense	1,576
Narcotics	1,272

Figure 4 – FY2021 Special Subtotals, USMS Federal and Egregious State and Local Fugitives Apprehended or Cleared



### STRATEGIC OBJECTIVE: EXPAND INVESTIGATIVE CAPABILITIES THROUGH A COMBINATION OF TECHNOLOGY AND STRATEGIC PARTNERSHIPS

**INVESTING IN GANG ENFORCEMENT INFRASTRUCTURE.** In FY 2021, the USMS furthered its commitment to combat gang-related violence by conducting 31 counter-gang initiatives nationwide. This represents a 65 percent increase from FY 2020 despite a national pandemic. The USMS counter-gang objectives, coined as Operation Triple Beam (OTB) and Operation Washout (OWO), provide immediate relief to communities suffering from gang-related

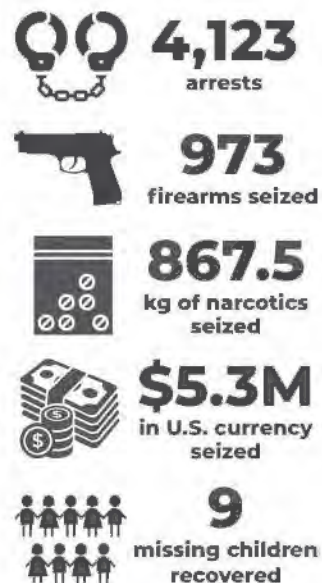
## GOAL 2: STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET

violence. Warrant-based arrests of known gang members, as well as gathering and sharing street-level intelligence, supports larger-scale criminal investigations in collaboration with local, state, and federal partner agencies.

**Omaha, Nebraska:** Over a two-week period during OTB K.O., the City of Omaha saw an 83 percent reduction in non-fatal shootings, with an overall reduction of 31 percent in assaults with a firearm. This operation, which was named in honor of fallen Deputy United States Marshal Paul Keyes and Omaha Police Department Officer Kerrie Orozco, ran from May 3 through August 31, 2021. The operations resulted in 231 arrests, 144 of which were gang members, as well as the seizures of 85 firearms and 18.9 kg of narcotics. This effort also led to the recovery of three missing children.

**Galveston, Texas:** In January 2021, the USMS Southern District of Texas partnered with federal, state, and local agencies during OWO Galveston to combat gangs, reduce violent crime, and stem the flow of illegal narcotics. Like many U.S. cities, Galveston has experienced rising crime rates over the past two years. OWO Galveston resulted in 123 arrests, 44 of which were documented gang members, and the seizure of 32 firearms, 18.5 kg of narcotics, and \$20,400 in U.S. currency.

In FY 2021, USMS-led counter-gang initiatives (OTB and OWO) resulted in:



MISSION PROGRAM DATA

Table 3 – USMS Seizures from Fugitive Investigations, FY 2017 – FY 2021

	Firearms	U.S. Currency (\$)	Vehicles	Narcotics (kg)
FY 2021	7,028	28,645,147	194	31,699.72
FY 2020	4,994	32,774,343	226	3,972.39
FY 2019	4,165	11,898,819	232	1,937.61
FY 2018	4,008	10,325,515	185	3,314.00
FY 2017	3,743	10,054,918	156	1,050.18

**RESPONDING TO AN INCREASING DEMAND FOR CANINE (K9) TEAMS IN THE USMS.** The USMS has a total of 23 K9 teams. Twenty-one are capable of explosives and firearms detection and two are capable of tactical deployment. K9 Operations' core duty is to provide dedicated investigative, protective, and enforcement support for USMS missions, as well as missions for federal, state, and local partners. In FY 2021, the Explosive Detection K9 (EK9) units saw 833 total operational requests: 443 investigative, 348 protective, and 92 demos. Units were able to produce 777 results — 74 firearms, 692 ammo and shell casings, two post-blast debris, and seven other discoveries.

The USMS EK9s helped respond to several calls in the FY. In February, EK9 Babs helped West Palm Beach Police Department find four casings in a grass area from a recent shooting. In March, EK9 Misty assisted Albuquerque Police Department in locating a firearm that was disclosed to have been discarded near a hotel by a suspect after an armed carjacking. Misty also found a semiautomatic handgun in a vehicle during a fugitive apprehension in June 2021. In a third instance, Misty identified three handguns, loaded rifle magazines, and numerous

## GOAL 2: STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET

---

rounds of ammunition under mattresses after a fugitive's failed attempt to flee. Additionally, EK9 Almond located eight casings from shots fired during a Miami Gardens traffic stop in May.

The USMS Tactical K9 (TK9) saw 383 operational requests in FY 2021, a 28 percent increase from FY 2020. The majority of missions were in support of the Capital Area, Gulf Coast, and SOG. To support demand, the USMS has begun the process of adding a new TK9 handler to the team.

On March 30, SOG Senior Inspector Dave Frebel and TK9 Frago responded to the Western Louisiana Violent Offender Task Force (VOTF) Shreveport office to assist with fugitive apprehension. The VOTF was working to apprehend USMS fugitive Timothy Dewayne Gray, wanted for escape out of the Eastern District of Texas (E/TX). Reports noted Gray as a confirmed member of the criminal street gang "Tango Blast" and a suspect in a multi-kilo narcotic distribution conspiracy in E/TX. Gray was known to have an extensive criminal background and made threats to shoot law enforcement if cornered. During the apprehension, the TK9 team gave commands to Gray to move towards law enforcement officers and stated the presence of the police K9. After failing to comply multiple times, TK9 Frago was released for a directed bite on Gray. Gray was initially able to avoid TK9 Frago by moving his arm to avoid being bit but as Gray fought with an officer in an attempt to get away, TK9 Frago reengaged Gray biting his upper left arm. Gray then fell to the ground where he was handcuffed. TK9 Frago was "on bite" in less than 30 seconds. Gray was immediately provided first aid until Shreveport Fire and EMS arrived who then transported him to a nearby hospital for examination and treatment, before being released back to USMS custody.

**STRENGTHENING LAW ENFORCEMENT AND INDUSTRY PARTNERSHIPS.** USMS Regional Fugitive Task Forces (RFTFs) partner with more than 600 federal, state, and local law enforcement agencies, with more than 1,700 TFOs assigned. In addition to investigative assistance, tactical equipment, vehicles, technical assistance, financial and electronic surveillance, and training they provide, RFTFs continue to successfully leverage the multijurisdictional investigative authority of the USMS to pursue fugitives on a local, regional, national, and international level. During FY 2021, the RFTFs led and supported the following two major operations directed by the AG. These operations ran in conjunction with their daily directive of locating and apprehending the country's most violent fugitives.

**Operation Legend:** On July 8, 2020, Attorney General (AG) William P. Barr announced the launch of Operation Legend. This operation was named after four-year-old LeGenD Taliferro, who was shot and killed in Kansas City, Missouri, while sleeping early in the morning of June 29, 2020. The USMS coordinated with multiple federal, state, and local law enforcement agencies to locate, apprehend, and prosecute violent fugitives in Kansas City, Missouri; Albuquerque, New Mexico; Chicago, Illinois; Cleveland, Ohio; Detroit, Michigan; Indianapolis, Indiana; Memphis, Tennessee; Milwaukee, Wisconsin; and St. Louis, Missouri. Operation Legend resulted in 6,101 arrests, including 562 gang members. Additionally, 414 firearms, 196.24 kg of narcotics, and \$741,644 in U.S. currency were seized.

**Summer Initiative:** On May 26, 2021, Deputy AG Lisa Monaco released a memorandum directing DOJ components to collaborate in furtherance of conducting "immediate impact" violent crime reduction efforts across the United States. These initiatives were designed to be coordinated through the United States Attorneys' Offices (USAO) of the individual districts. In response to this call, from May 31 to September 6, 2021, the RFTFs coordinated with state and local authorities to focus their efforts on individuals subject to state or local warrants for homicide, aggravated assault with a firearm, aggravated robbery, robbery with a firearm, rape, or aggravated sexual assault. These enforcement efforts were conducted through a hybrid of methods and multiple initiatives including OTB and OWO, disrupting hyper-violent

## GOAL 2: STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET

---

street gangs. During the Summer Initiative, the USMS conducted 153 operations, arrested 1,815 fugitives, and cleared 2,047 warrants. These warrants included 862 for homicide, 452 for assault (firearm), 218 for robbery (firearm), and 515 for sex assault. In addition, 1,078 firearms and 328.02 kg of narcotics were seized.

**MODERNIZING AND OPTIMIZING THE AGENCY'S INVESTIGATIVE READINESS POSTURE.** The USMS is in the process of developing the capability in its new mission system to execute and manage civil process, criminal process, foreign process, admiralty, and sales of property. This improved capability allows deputies to continue adding service actions or endeavors until the process is served or returned unexecuted, something not allowed in the legacy system. The module greatly enhances process transparency, improves compliance tracking, and contains more robust reporting capabilities. These new reporting capabilities allow USMS headquarters and districts to quickly view important metrics, highlight local and national trends, and assist leadership with identifying areas of improvement. To date, over 32,000 process cases have been opened, and the process improvements have saved over 3,000 staff hours to date.

**ADVANCING STRATEGIC AND TACTICAL INTELLIGENCE FUNCTIONS.** In FY 2021, the USMS continued to implement the USMS Tips Program, a national level initiative that oversees the receipt and development of tips provided by the public. USMS Tips is a web and mobile application platform that enables the public to safely, discreetly, and anonymously report on wanted fugitives, non-compliant sex offenders, and threats to the federal judiciary.

The USMS received and processed more than 9,500 tips that directly supported the arrest of 67 USMS fugitives, more than 500 potential sex offender registration violations referrals, and 49 potential threat referrals in FY 2021. The program continues to streamline the development and sharing of actionable intelligence between USMS divisions. The program also supports vital information sharing efforts outside of the agency.

In FY 2021, the USMS disseminated 590 tips containing allegations of criminal activity or public safety concerns to more than 200 federal, state, and local law enforcement partners. The USMS Tips program provides a seamless intelligence sharing mechanism in support of both tactical law enforcement operations and strategic information sharing efforts.

To ensure program success and continued growth, the USMS expanded the USMS Tips program information-sharing efforts in FY 2021 to include a strategic partnership with Crime Stoppers USA, a national Crime Stoppers organization that spans the U.S. This partnership will streamline information-sharing efforts between outside law enforcement components and helps the USMS develop actionable intelligence leads in support of its investigations.



## GOAL 2: STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET

### MISSION: INTERNATIONAL PARTNERSHIPS AND SUPPORT

In FY 2021, the USMS performed international enforcement activities in more than 70 percent of the world's nations through investigations and removal missions, despite having permanent foreign presence in only four countries (Colombia, Dominican Republic, Jamaica, and Mexico). The USMS closed 1,239 transnational fugitive investigations requiring investigative coordination with 130 countries and territories. It also managed and executed 591 removal missions through coordination with 65 foreign nations.

#### ADVANCING USMS INTERESTS ABROAD:

**Colombia Memorandum of Cooperation:** On October 23, 2020, the USMS and the Fiscal General de la Nación (Colombia AG) signed a Memorandum of Cooperation (MOC) in Colombia, which officially established the fully vetted USMS-led Fugitive Investigative Unit (FIU) Transnational Task Force. This day commemorated a historic joint initiative between Colombia and the U.S., and the signing was witnessed by the U.S. Ambassador to Colombia and the Judicial Attaché. Under the MOC, vetted agents from the Policía Judicial del Cuerpo Técnico de Investigación will locate and apprehend violent fugitives in the fight against transnational crimes that threaten regional stability and amplify a significant threat to public and national security between Colombia and the U.S.

**Extradition Act amendments in Jamaica:** In August 2021, the Government of Jamaica passed and published amendments to the Extradition Act to increase the types of evidence the Jamaican courts will accept in extradition proceedings, including prosecutor or law-enforcement personnel sworn affidavits. The new amendments bring Jamaica's extradition legislation more in line with other jurisdictions. U.S. Embassy personnel in Kingston, including the U.S. Law Enforcement Working Group, and the USMS were instrumental in working with the Government of Jamaica on this amendment.

**Paraguay Bilateral Cooperation:** The USMS worked in conjunction with the Regional Security Office in Asunción, Paraguay, to identify a unit of the Paraguayan National Police (PNP) to engage with on casework. With this new partnership, a fugitive from New Jersey accused of sexually assaulting three children was arrested based on a Provisional Arrest Request by members of the PNP's Departamento de Antisecuestro (anti-kidnapping unit), and subsequently extradited to the U.S. The case and its significance in Paraguay were immediately felt as the USMS met with the Embassy Chargé d'Affaires to highlight the case and discuss continued bilateral cooperation and future opportunities. The USMS has submitted 28 members of PNP for Leahy Law vetting<sup>1</sup>, which allows for strengthened security controls and access to provide capacity building to the USMS's law enforcement partners.

**Philippine National Bureau of Investigation:** The USMS hosted a delegation from the Philippine National Bureau of Investigation (NBI) in Los Angeles, California. This delegation assisted with the deportation of three U.S. citizens on July 12, 2021. While in country, the Filipino NBI delegation conducted meetings with the USMS to discuss current caseloads and possible upcoming cases both in the U.S. and in the Philippines. The Delegation also met with the Deputy Commander of the Pacific Southwest RFTF, who explained the Task Force's origin, operational status, and tempo and gave a tour of the training facilities. Finally, the NBI delegation observed a High-Risk Fugitive Apprehension class training on the proper use of ballistic shield deployment and visited the state-of-the-art VirTra Simulation Machine, where they ran through several different scenarios.

## GOAL 2: STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET

**Impact of COVID-19:** The USMS encountered numerous challenges throughout 2021, including a moratorium placed on USMS international fugitive removals due to fiscal shortfalls caused by the extraordinary rising costs associated with the pandemic, widespread commercial flight cancellations, and lack of availability; navigating unique and ever-changing COVID-19 restrictions and testing requirements; venue specific extraditions; and district staffing issues. The amount of time invested in coordination per removal because of these complicating factors increased substantially. The USMS routinely identified reliable and secure methods of transit, researched and procured charter flights, and combined missions to offset costs. They exhibited creativity when working towards mission success, tasking operational staff, and meeting difficult deadlines. Safe, timely, and efficient removals are an essential part of facilitating the adjudication process of criminal cases across the United States. The criminal justice system relies upon defendants being produced in court regardless of where they end up in the world, and USMS foreign partners expect the same reciprocation. Despite the challenges, the USMS safely conducted 591 removal missions in FY 2021.

**Ibero-American Fugitive Conference:** During the week of September 13-17, 2021, the USMS participated in a conference hosted in Madrid, Spain, by the Cuerpo Nacional de Policia's (CNP) European Network of Fugitive Active Search Teams (ENFAST) unit. The conference focused on continued collaboration between countries and the possible creation of a network of the Americas Network Fugitive Active Search Teams (ANFAST) throughout the region. The Ibero-America Region consists of countries or territories throughout Latin America and the Caribbean where Spanish and Portuguese are the main languages. For CNP, its bilateral partnerships with law enforcement entities in these countries is key in its overall strategy to combat Transnational Organized Crime. The Madrid FAST Unit and the USMS maintain a highly cooperative relationship routinely engaging on case work and requests for assistance. The Police Community of the Americas hopes to model the ANFAST concept after the success of the ENFAST Units and wants the USMS to provide subject matter expertise.

**FACILITATING USMS CONFERENCES INCORPORATING ALL ASPECTS OF INVESTIGATIONS.** Foreign Service Nationals (FSNs) are local citizens of the host country who are full-time USMS employees and work at the embassies in Colombia, Dominican Republic, Jamaica, and Mexico. In August 2021, the USMS held the first ever FSN Conference, which brought all employees together at USMS Headquarters. The conference



## GOAL 2: STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET

covered a myriad of topics including USMS history, overviews on USMS databases, Rules of Behavior, and various meet and greets with senior management. Perhaps the most important elements of the conference were enhanced communication and the professional partnerships that were formed. The conference was a huge success, and it was unanimously agreed upon to continue meeting annually. The continued FSN Conferences will allow the USMS to continue improving its FSN staff's production and experience, utilizing best practices, lessons learned, and ensuring USMS policies and procedures are being taught and incorporated, alongside individual embassy procedures and protocols.

### HIGHLIGHTS: FY 2021 SIGNIFICANT INTERNATIONAL ARRESTS AND EXTRADITIONS

Angel Humberto Chavez-Gastelum, a high-ranking member of the Sinaloa Cartel, was extradited from Mexico City to Los Angeles, California, on September 3, 2021. Chavez-Gastelum worked with convicted drug lord Joaquín "El Chapo" Guzmán in the distribution of narcotics and was designated as a Consolidated Priority Organization Target by OCDETF and the Drug Enforcement Administration (DEA). After a chartered aircraft was grounded for engine failure prior to the mission, the USMS coordinated the security of the airfield and temporary detention of Chavez-Gastelum with the Special Response Force from the Mexico AG's Office and the International Criminal Police Organization (INTERPOL), remaining vigilant for outside threats until Chavez-Gastelum could be flown out on a second chartered aircraft.

Thomas Sanders was arrested on March 1, 2021, in Santo Domingo, Dominican Republic, by the USMS FIU. Sanders was wanted by the DEA since 2004 for failure to appear on a narcotics conspiracy charge. He also led the New York Police Department Gang Unit on a vehicle chase where he crashed his vehicle and fled on foot, leaving 69 kg of cocaine in the car. The Sanders case was on the New York State Top 100 List. The arrest was made through the discovery of fake identity documents Sanders was using while in the DR. He was returned to the United States to face the charges pending against him.

Sean McCaughley, a former priest accused of sexual abuse of a minor in his native Northern Ireland, was arrested by USMS personnel on December 15, 2020, in Newark, New Jersey. The DOJ Office of International Affairs contacted the USMS about this case in April 2020, after learning that McCaughley was working at a school in New York City and could be considered a threat to children in his care. McCaughley was arrested and extradited to Northern Ireland to face the charges pending against him.

## MISSION: PROTECTING AMERICA'S CHILDREN AND COMMUNITIES

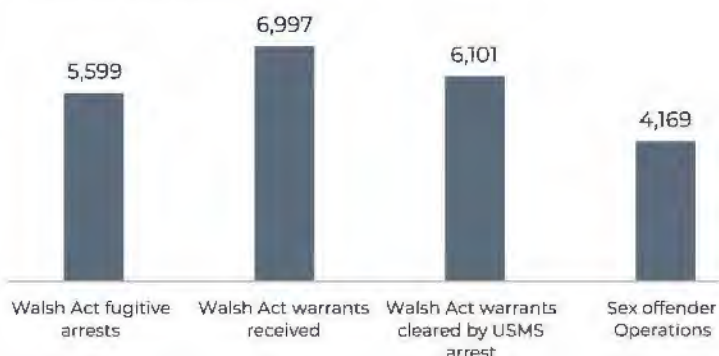
The USMS is the lead federal agency responsible for the enforcement of the Adam Walsh Child Protection and Safety Act. In FY 2021, the collaborative efforts of specialized units within the USMS, along with its federal, state, local, tribal, and territorial partners, strengthened its commitment to keeping children safe domestically and abroad through training and enforcement efforts, including operations and investigations.

MISSION PROGRAM DATA

Figure 5 – Noncompliant Sex Offender Investigations



Figure 6 – Adam Walsh Child Protection and Safety Act activities (FY 2006-2021)



For the second year in a row, the number of USMS non-compliant sex offender investigations exceeded previous years' numbers. The number of criminal investigators conducting these investigations grew more than 17 percent in the last two years contributing to the 39% increase in cases opened since FY 2019.

In conjunction with its federal, state, local, tribal, and territorial law enforcement partners, the USMS led more than 300 sex offender operations, a 12 percent increase from FY 2020. During these operations, the USMS assisted law enforcement partners with more than 53,100 compliance checks.

### STRATEGIC OBJECTIVE: PROTECT CHILDREN AND COMMUNITIES THROUGH THE RIGOROUS INVESTIGATION AND ARREST OF NONCOMPLIANT SEX OFFENDERS

**IMPLEMENTING USMS RESPONSIBILITIES UNDER THE INTERNATIONAL MEGAN'S LAW.** Diminishing travel restrictions led to an increase in international travel among sex offenders. In FY 2021, the USMS received, processed, and directed more than 1,570 international travel notifications received from state and jurisdictional sex offender registries to INTERPOL, an 18 percent increase over FY 2020. Additionally, in FY 2021, the USMS opened more than 130 investigations for federal sex offender registration violations, traveling internationally without providing notification. This is an approximate 28 percent decrease over FY 2020.

The fourth quarter of FY 2021 also saw the return of cruise line notifications. The USMS processed 16 cruise notifications from the U.S. Coast Guard, demonstrating the readiness and continued cooperation between agencies despite nearly 16 months of no cruise notifications from April of 2020 to July of 2021.

**INCREASING USMS OUTREACH AND INITIATIVES RELATED TO MISSING, ENDANGERED, OR ABDUCTED CHILDREN.** In FY 2021, the USMS certified 82 USMS Investigators to conduct missing child investigations. Twenty-five informational sessions were presented to districts and RFTFs to increase the visibility

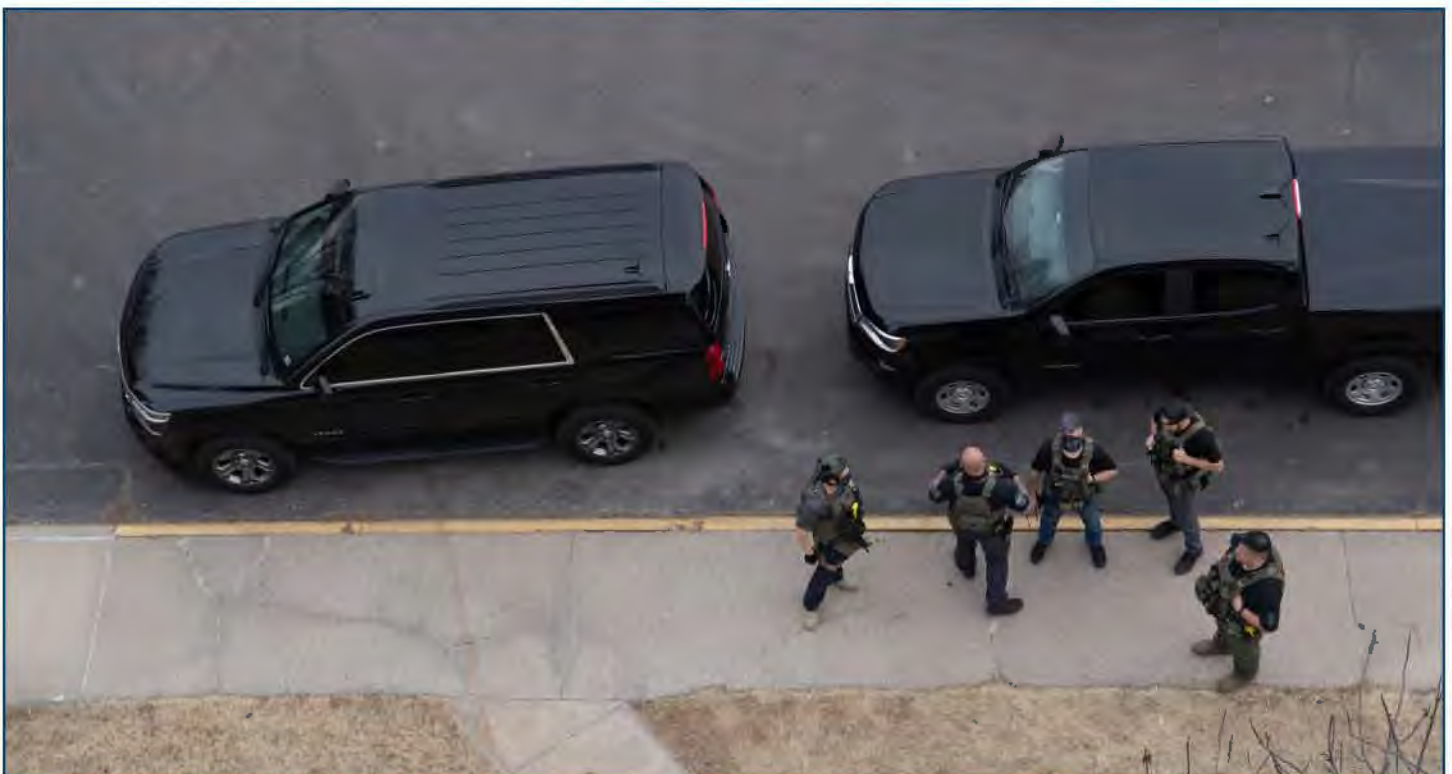
## GOAL 2: STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET



of the USMS missing child program. Through interagency communication, the USMS provided outreach to promote its program capabilities at 10 conferences at the local, state, and federal levels. The USMS also participated in the DOJ Missing and Murdered Indigenous Persons initiative through national outreach and educational support.

The USMS and the National Center for Missing and Exploited Children (NCMEC) have continued to strengthen their partnership through the expansion of the Operation Pick-Up initiative, resulting in 23 missing child cases received through NCMEC requests for USMS assistance. In FY 2021, the USMS conducted a total of 18 missing child operations across the United States.

**ENHANCING USMS TRAINING TO PROTECT AMERICA'S CHILDREN.** Restrictions due to COVID-19 continued to hamper opportunities to provide much needed investigative-focused training to correspond with the recently implemented initiative to achieve Full Performance Level at grade 13. The USMS recognized the agency's dilemma of building and providing a solid investigative foundation while continuing to safeguard operational personnel. To combat this shortfall in available training, the USMS formulated and instituted a sex offender investigator-focused program to provide and reinforce the knowledge and techniques necessary to further the



## GOAL 2: STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET

agency's missions under the Adam Walsh Child Protection and Safety Act of 2006. Using virtual meetings, the USMS leveraged subject matter experts to provide a 16-week workshop for sex offender investigators. Through this platform, the USMS was able to expand accessibility to the workforce and delivered vital knowledge and information to 152 DUSMs nationwide who are carrying out the agency's sex offender mission. Additionally, in April 2021, the USMS delivered a virtual version of criminal investigator training through an intensive, 40-hour class. These training options help ensure that USMS investigators stay abreast of critical topics impacting their work.

**INCREASING EFFORTS TO SAFEGUARD CHILDREN IN PUERTO RICO.** In FY 2021, the USMS expanded its partnership with state and local partners in the District of Puerto Rico (D/PR) to safeguard the children of the Island. Utilizing the Texas Department of Public Safety, the USMS hosted a training, interdiction for the Protection of Children, that provided investigators with techniques for recognizing indicators of child sex trafficking and other forms of abuse and exploitation. While the benefits were many, this training provided Puerto Rico law enforcement with real world examples of signs and indicators that have led to the recovery of runaway, abused, and sexually trafficked children. More than 150 federal, state, and local law enforcement officers and child protection advocates from all over the island attended.

### RECOVERING MISSING CHILDREN

Since the inception of the Missing Child Program in 2015, there have been 2,294 cases in which the USMS has contributed to the location and/or recovery of a missing child. Of the missing children recovered from July 2015 to September 2021, 61 percent were recovered within seven days of USMS assistance being provided in the case. Since 2015, the USMS has directly contributed to the location or recovery of a missing child in 75 percent of the missing child cases supported by the agency. In FY 2021, the USMS contributed to the recovery of 950 missing and endangered children, a 145 percent increase compared to FY 2020. The USMS assisted in resolving 11 missing child investigations in which the child was located outside of the United States.

## GOAL 2: STRENGTHEN INVESTIGATIONS ACROSS THE MISSION SET

### HIGHLIGHTS: FY 2021 USMS MISSING CHILD OPERATIONS

**Operation Autumn Hope:** From October 19 to 23, 2020, the USMS conducted Operation Autumn Hope in conjunction with the Ohio AG's Office, the Central Ohio Human Trafficking Task Force, NCMEC, and state and local agencies in Ohio. The operation focused on cases involving child sex trafficking and the location and recovery of missing and exploited children. The operation resulted in the recovery of 45 missing and endangered children as well as 179 arrests made by the Central Ohio Human Trafficking Task Force. Moreover, 20 children were located at the request of law enforcement to ensure the child's well-being.

**Operation Volunteer Strong:** During January and February 2021, the USMS conducted Operation Volunteer Strong along with the Tennessee Bureau of Investigation Missing Child Recovery Unit, the Tennessee Department of Children Services, NCMEC, and local law enforcement agencies. The operation identified cases from the State of Tennessee that involved missing and endangered children and cases of children who had been exposed to sexual exploitation. The USMS was directly responsible for 45 recoveries, and a collective 149 children were recovered as part of the operation.

**Operation Find Our Children:** In early FY 2021, the USMS conducted Operation Find Our Children in collaboration with special agents, police officers, and detectives from numerous federal, state, and local law enforcement agencies in the Commonwealth of Virginia with a focus on Richmond, Northern Virginia, Norfolk, and Roanoke. The operation also included more than 50 employees from the Virginia Department of Social Services, a team of medical professionals, and experts from NCMEC. At the conclusion of the operation, the USMS recovered 28 previously missing and endangered children and located seven others. In addition to drug and weapons seizures, the USMS made 11 arrests.

**Operation Not Forgotten 2021:** From May 17 to 28, 2021, the USMS conducted Operation Not Forgotten in collaboration with NCMEC, the State of Georgia AG's Office, the Georgia Bureau of Investigations Missing Child Recovery Unit, the Georgia Department of Families and Children Services, and local law enforcement agencies around the Metro Atlanta area. The operation concentrated on cases of missing and endangered children and children actively exposed to sexual exploitation. At the conclusion of the operation, 20 missing and endangered children were recovered, and 11 children located.

**HIGHLIGHTS: FY 2021 USMS MISSING CHILD RECOVERIES**

**Recovering a missing and endangered runaway and her missing and endangered child.** In October 2019, Max Patterson was charged in James City County, Virginia, with rape of a minor. At the time of the offense, he was 21 years old, and the victim was a 13-year-old girl. Patterson originally solicited the child online from New Hampshire and began to have a sexual relationship with her in Virginia, which resulted in her pregnancy. She had his child in April 2021 while he was a fugitive. On May 30, the rape victim and her baby fled her mother's home in Henrico, Virginia, allegedly to join Patterson. Both the 15-year-old runaway and 2-month-old infant were reported as missing and endangered. On June 2, USMS investigators in Los Angeles, California, based on information developed by the USMS in Richmond, Virginia, arrested Patterson without incident at a trailer park in Oasis, California, and law enforcement officers recovered the missing and endangered victim and her infant. Patterson was extradited to Virginia and the children were turned over to family members.

**Recovering a critically missing and endangered child.** On June 15, 2021, a 13-year-old girl from Thurston County, Washington, was reported missing by her father. Local investigators learned the child was possibly with Jared Peth, a registered sex offender with a history of molesting children. Local investigators requested assistance from the USMS. Based on information received, the USMS opened a critically missing child investigation and developed information indicating that both Peth and the girl would be meeting a former coworker of Peth's at a local pizza store. On June 18, in Lynnwood, Washington, investigators initiated surveillance in the area and soon spotted both Peth and the child. Law enforcement officers arrested Peth on a state charge of harboring a runaway. Peth was later charged with rape of a child in the second degree after evidence was developed indicating Peth had victimized the child. USMS personnel recovered and released the child to local authorities.



## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION



### SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

# GOAL 3

The USMS is responsible for providing a safe and secure business environment in support of the rule of law. To accomplish this, the agency continuously manages threats, risks, and vulnerabilities. These efforts provide tailored, intelligence-driven protection, enabling the identification and mitigation of threats to the judicial process. The USMS will work to safeguard against security threats through a consistent and principled approach. This prioritization will occur across protective operations and security programs, with demonstrable impacts in risk reduction. Threat prevention deters the occurrence of incidents that could result in disruption to the judicial process or compromise the safety of protectees. The objectives of this goal support best practices, innovation, intelligence, and increased collaboration, both internal and external to the USMS, to keep people and places safe.

To achieve the agency's goal to safeguard against security threats and ensure safety through innovation, the USMS developed the following strategic objectives:

- Mitigate Officer Safety Risk across all Mission Areas
- Identify, Deter, and Prevent Harm to Protected Persons through Forward-Looking, Risk-Based Approaches to Protection and Intelligence
- Promote Intelligence Sharing and Collaboration
- Strengthen the Agency's Ability to Protect Sensitive and Vital Information, Technology, and Infrastructure against Threats
- Deliver Secure, Modern, and Efficient Prisoner Detention and Transportation Operations

## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

### MISSION: LAW ENFORCEMENT PERSONNEL SAFETY

USMS protective, investigative, and detention missions place operational personnel, along with various law enforcement partners, in situations with a potential for violence. Ensuring the safety of law enforcement personnel and America's communities is paramount to the agency.

MISSION PROGRAM DATA

Figure 7 – Special Operational Hours Dedicated to High-Threat and Emergency Situations

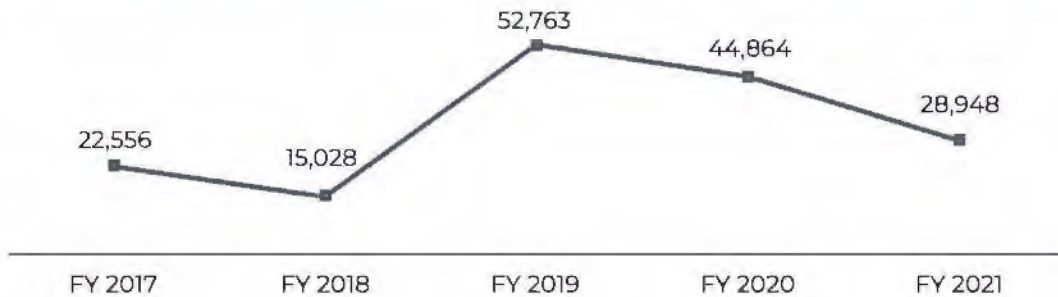


Table 4 – FY 2021 USMS Leadership Development Training Conducted

Training Classes	Number of Classes	Number of Students
Supervisory Leadership Development	4	78
Chief Development Program	4	73
Leadership Through Understanding Human Behavior	6	136
Adjunct Instructor Training Program	8	180
<b>Total</b>	<b>22</b>	<b>467</b>

### STRATEGIC OBJECTIVE: MITIGATE OFFICER SAFETY RISK ACROSS ALL MISSION AREAS

**IMPLEMENTING THE HIGH-RISK FUGITIVE APPREHENSION (HRFA)-VEHICLE OPERATIONS (VO) COURSE.** Recognizing that about 50 percent of law enforcement shootings take place in and around cars, the USMS created HRFA-VO. This course focuses on aspects of vehicle operations that are critical to the safety of our personnel, including: operational planning and decision-making; surveillance and intelligence-gathering; and vehicle ballistics. A total of 200 DUSMs and TFOs completed the training in FY 2021. In FY 2022, HRFA-VO will be exported to districts and divisions for local teams to work together and incorporate tactically sound vehicle operations within their geographical areas of responsibility.

**UPGRADING THE USMS INDIVIDUAL FIRST AID KITS (IFAKs).** The USMS Operational Medical Support Unit (OMSU) refined the IFAK, making significant upgrades to include pressure bandages, chest seals, and an improved tourniquet. Operational personnel and USMS law enforcement partners are usually placed in situations with a high potential for violence; therefore, the IFAKS are specifically tailored to allow deputies to treat life-threatening injuries that law enforcement and civilians might reasonably encounter during critical events. IFAKS enhance the mission of the USMS, help safeguard against security threats, and ensure safety

### **GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION**

---

through innovation. There are several examples of USMS personnel having used IFAKs to treat injured members of the public who have suffered traumatic injuries. The OMSU can attribute the following life-saving measures to the skill of its medics or those who graduated from a Deputy Trauma Course and performed interventions utilizing their IFAKs during FY 2021:

- A USMS TFO trained in the Deputy Trauma Course and issued an IFAK overheard a radio call for police assistance concerning an accidental, self-inflicted gunshot wound to the leg. The TFO was the first on the scene and found the citizen bleeding profusely from his leg. The TFO applied a tourniquet to the citizen's leg and stopped the bleeding before Emergency Medical Services arrived. The citizen was transported to the hospital, where he underwent surgery and survived the injury due to the actions of the TFO.
- A DUSM from the Southern District of Texas sustained a gunshot wound in the shoulder while responding to a shooting that was in the nearby area. The DUSM was able to find cover and return fire, but the suspect fled the scene. The deputy assessed his injury, retrieved a tourniquet he had in his personal vehicle, successfully applied the tourniquet, and stopped the bleed. The deputy then checked the crime scene area and found other victims. He was in the process of assessing them when the local police arrived. One of the on-scene officers took the DUSM to the hospital where he was treated for his injuries. He made a full recovery and is back at work.
- After a TFO had been shot in his arm, leg, and back, another TFO was able to effectively treat him by applying a tourniquet and quickly extricating the injured TFO to the local trauma facility.
- A DUSM treated a fugitive with self-inflicted knife wounds to the throat and both wrists. The DUSM utilized a pressure bandage and gauze, which controlled the bleeding until local emergency medical services arrived.
- A fellow DUSM was saved after receiving a gunshot to the upper arm and upper torso. The OMSU Deputy Medic utilized a tourniquet and a chest seal along with self-transporting the DUSM to the local trauma hospital.

## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

### MISSION: JUDICIAL PROTECTION AND COURTHOUSE SECURITY

Since the USMS's establishment in 1789, its primary mission includes the protection and security of the federal judicial process. The judicial protection and courthouse security mission comprises protective service operations, the collection and analysis of information to develop actionable intelligence, and the management of personnel and infrastructure protecting federal judicial facilities. The USMS carries out protective responsibilities for approximately 2,700 federal judges and approximately 30,300 federal prosecutors and court officials, along with members of the public who visit and work in federal courthouses. As the physical security provider to more than 800 federal facilities, the USMS develops, manages, and implements security systems and screening equipment to protect each courthouse.

MISSION PROGRAM DATA

Figure 8 – Inappropriate Communications/Threats to Protected Person

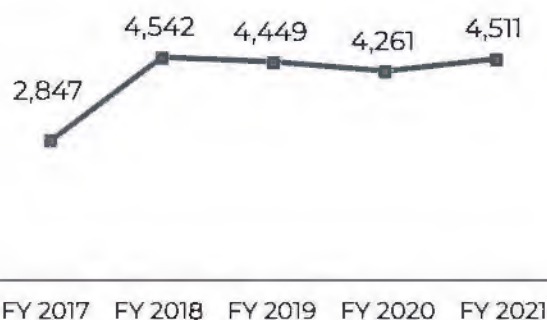


Figure 9 – Threats Investigated



### STRATEGIC OBJECTIVE: IDENTIFY, DETER, AND PREVENT HARM TO PROTECTED PERSONS THROUGH FORWARD-LOOKING, RISK-BASED APPROACHES TO PROTECTION AND INTELLIGENCE

**EXPANDING OPEN-SOURCE INTELLIGENCE.** The USMS has taken major structural and procedural actions to improve threat identification, assessment, and mitigation capabilities. Threat identification capabilities have been significantly enhanced by the creation of the Open-Source Intelligence Unit (OSINT). OSINT provides increased and proactive online content review and research to identify threats and situations of concern that previously may have gone undetected. The USMS is better equipped to assess, investigate, and mitigate potential threats against protected persons rapidly. OSINT reviews public discussion, social media, and media exposure of judicial events to improve the USMS' ability to assign the appropriate level of resources to trials, judicial conferences, and other events impacting the judiciary, better aligning resources to true needs, and potentially reducing costs. OSINT provides support for active protective investigation and prosecution of internet threats through direct support to USMS District Threat Investigators.

**ESTABLISHING A THREAT INVESTIGATION UNIT (TIU).** In March 2021, the USMS established a new unit called the TIU. The TIU is comprised of Senior Inspectors who serve as the conduit and support apparatus for district efforts to investigate and mitigate threats directed toward USMS protected persons and designated facilities. The TIU provides direction, management, and oversight to districts with investigative plans and threat mitigation strategies. To aid in institutionalizing USMS investigative culture, the TIU instituted circuit engagements whereby

## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

---

circuit teams conducted quarterly circuit conference calls and held an annual conference. These circuit engagements afford districts the opportunity to present extremely complex protective investigations to staff of various judicial security offices to obtain feedback needed to determine next steps in the investigation. These panels also serve to develop and implement threat mitigation strategies, identify valuable lessons learned, and present unique investigative and mitigation approaches that may be useful to other districts experiencing similar challenges in protective investigations and threat management. Furthermore, TIU personnel deployed nationally to provide on-site support and training to several districts.

The TIU also supports professional development through temporary duty assignments to districts and divisions, increases staff competencies, tailors Individual Development Plans (IDPs), and increases employee engagement. In tandem with tailored IDPs, TIU established specific performance initiatives and measurements aimed at establishing case ownership and accountability as well as fostering teamwork and instituting an investigative culture. The TIU met all its FY 2021 milestones for emphasizing development in supervisors' and employees' performance work plans, benchmarking and tracking development, introducing new concepts and ideas progressively, and aligning responsibility and authority. These organizational adjustments and expansion of the Protective Intelligence Enterprise will help the USMS achieve desired threat identification, investigation, assessment, and mitigation capabilities. The USMS and the National Center for Missing and Exploited Children (NCMEC) have continued to strengthen their partnership through the expansion of the Operation Pick-Up initiative, resulting in 23 missing child cases received through NCMEC requests for USMS assistance. In FY 2021, the USMS conducted a total of 18 missing child operations across the United States.

**DELIVERING SUPPORT THROUGH JUDICIAL SUPPORT CENTERS.** The USMS began its transformation to integrated, circuit-based district support, embedding the 11th Circuit Team within the Atlanta, Georgia circuit. The 11th Circuit Judicial Support Center serves as a pilot for a program designed to provide personnel, support, and lines of communication between all USMS circuits and headquarters. These circuits enable enhanced collaboration among the districts and intelligence staff, creating faster response times to district needs and issues, thereby managing risk.

**CENTRALIZING DISTRICT DATA AND IMPROVING ACCESSIBILITY THROUGH A USER-FRIENDLY PLATFORM.** At USMS, personnel in the field have often decried the lack of readily accessible data and the need to initiate multiple communications to receive basic information. In response to these criticisms and to promote intelligence-sharing across USMS districts as well as headquarters, the USMS developed a Judicial District Support Hub. The Hub meets the needs of Judicial Security Inspectors and DUSMs in the field providing direct access to data, policies and regulations, information bulletins, forms, and links to headquarters personnel.

**REALIZING THE RESULTS OF IMPROVED REPORTING OF CONTRABAND AND POTENTIAL THREATS IN COURTHOUSES.** The security incident and threat investigations workload increased from 4,261 potential threats in FY 2020 to 4,511 in FY 2021, a 5.9 percent increase. The potential threats comprise security incidents, preliminary assessments, and predicated protective investigations. The USMS is making concerted efforts to reiterate the importance of accurate data recording and data entry by operational personnel. The data recording of the most serious cases tends to be accurate due to the investigation that follows, while less significant security incidents often had data entry omissions. Of the potential threats investigated this year, security incidents including contraband accounted for a significant portion, rising 453 percent from the second to third quarter. The effectiveness of the training and messaging on accurate data entry is evident by the increase in contraband entered correctly into the USMS case management system.

## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION



### ENHANCING THE EFFECTIVENESS OF USMS PROTECTIVE OPERATIONS.

**U.S. District Court Judge Esther Salas' Protection Detail:** On July 19, 2020, the USMS established an immediate Protection Detail for U.S. District Court Judge Esther Salas and her husband following an assassination attempt at her personal residence in New Jersey. This act of violence resulted in the critical wounding of Judge Salas' husband Mark Anderl and the death of their son Daniel Anderl. Upon the initiation of Operation Cardinal, the USMS worked to identify potential persons of interest and any additional threats targeting the federal judiciary. The Threat Investigation Unit guided the District of New Jersey through the initial triage of over 40 Protective Assessments and Predicated Protective Investigations. The complexity of the situation and sheer volume of cases requiring attention coupled with the limited resources and manpower of the district required the TIU to coordinate with multiple stakeholders. The team assisted the district with the development of information to assess motive, intent, and ability and with the development of an investigative plan to properly assess each threat to ensure no other USMS protected persons were in harm's way.

This extraordinary investigative and protective response included significant operational contingencies, including the relocation of Judge Salas and her husband and the implementation of a 24/7 protective team. Operation Cardinal also included a continuously staffed special operations command center staffed by USMS district and division operational personnel. Tactical planning included coordination with state and local law enforcement partners, collaboration with the Administrative Office of the U.S. Courts and strategically planned protective service protocols and movements for the Judge and her husband, including several highly visible movements for medical appointments, official events, and appearances with several media outlets and on Capitol Hill. Operation Cardinal served as a nine-month protective operation that culminated in April 2021. The overall success of this mission is directly related to the expertise and dedication of senior inspectors who planned and managed this mission with the support of DUSMs from districts across the country.

**Supreme Court Justice Nominee Amy Coney-Barrett Protection Detail:** Upon the nomination of Judge Amy Coney-Barrett to the U.S. Supreme Court on September 26, 2020, the USMS immediately began implementing a 24/7 protective service plan in Washington, D.C. and South Bend, Indiana. This protective response was dubbed Operation Fighting Irish. This mission was complex in that it included two separate areas of operation and a total of nine protected persons, including a spouse and seven children.

## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

---

Due to the separate locations and family logistics, the USMS developed a plan to implement a team for the South Bend, Indiana operations. The team conducted protection and associated support activities for 456 movements in Indiana with no indication of any adversarial activity. In addition to the movements in Indiana, 120 movements were carried out for Supreme Court Justice nominee Amy Coney-Barrett in Washington. Both protective responses required over 11,000 operational hours.

Both missions were carried out without incident due in large part to the operational personnel assigned to the details for 43 consecutive days. The success of this protective operation was a direct result of collaboration, planning, dedication, expertise, diligence, and commitment by multiple USMS divisions and 16 temporary duty districts, and the support from state and local law enforcement partners.

**Secretary of Education (SecEd) Betsy DeVos Protective Mission:** On January 9, 2021, the SecEd Protection Detail concluded operations after 1,425 days of consecutive protective services. The SecEd mission was the largest U.S. Cabinet-level protection detail in USMS history, with flights (566 legs) totaling over 900 flight hours. On February 13, 2017, the DOJ under AG Jeffrey Sessions authorized the USMS to provide protective services and ongoing threat assessments for SecEd DeVos due to risk- and threat-based concerns related to her cabinet-level position with the Trump administration. The USMS established a 24/7 protective plan. The overall collaborative work provided significant actionable intelligence and measurable administrative contributions that supported the SecEd team in proactively preparing and tailoring protective tactics in furtherance of operational planning. During this four-year mission, 152 protective investigation cases were opened and mitigated. The USMS classified 123 of these cases as threat investigations and 29 as protective assessments - all identified through social media or inappropriate communications such as threatening emails and voicemails sent directly to the Department of Education and SecEd DeVos. A complex and challenging component of the operational tempo included extensive travel, domestically and internationally, requiring elaborate planning with local, state, and foreign governments. Domestic travel included 336 trips to various U.S. cities, each requiring additional travel to several venues and meetings with high-ranking government officials. Foreign travel included official and personal visits to Argentina, Canada, Chile, France, Netherlands, Papua New Guinea, Patagonia, Switzerland, Bahamas, and the United Kingdom.

### STRATEGIC OBJECTIVE: STRENGTHEN THE AGENCY'S ABILITY TO PROTECT SENSITIVE AND VITAL INFORMATION, TECHNOLOGY, AND INFRASTRUCTURE AGAINST THREATS

**ELIMINATING FACILITY VULNERABILITIES.** The USMS developed a facilities high-impact risk assessment process that focuses on the areas that directly impact the safety and security of the public, in-custody prisoners, and judicial and USMS personnel. The basic security and safety boundaries at a courthouse facility seek to maintain separation of public, judicial, and USMS detention spaces. Any areas where these three spaces overlap create an area of risk, especially when the detention space overlaps with either of the other two either due to a design challenge or alternate routing of prisoner movements whether temporary or long-term.

The USMS identified five key areas of risk within courthouse spaces: vehicle sally ports, prisoner elevators, detention cells, court room holding cells, and prisoner processing areas. The assessment identifies the status of each of the risk areas by assigning one of three levels of risk: one, has the capability and within USMS established standards (Green); two, has the capability

### GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

but not within USMS established standards (Yellow); and three, does not have the capability (Red). Each courthouse is to be graded based on these criteria and a total risk assessment score is computed and plotted against the average daily prisoner production rate for that courthouse. The higher the prisoner production rate the more likely a risk event could result.

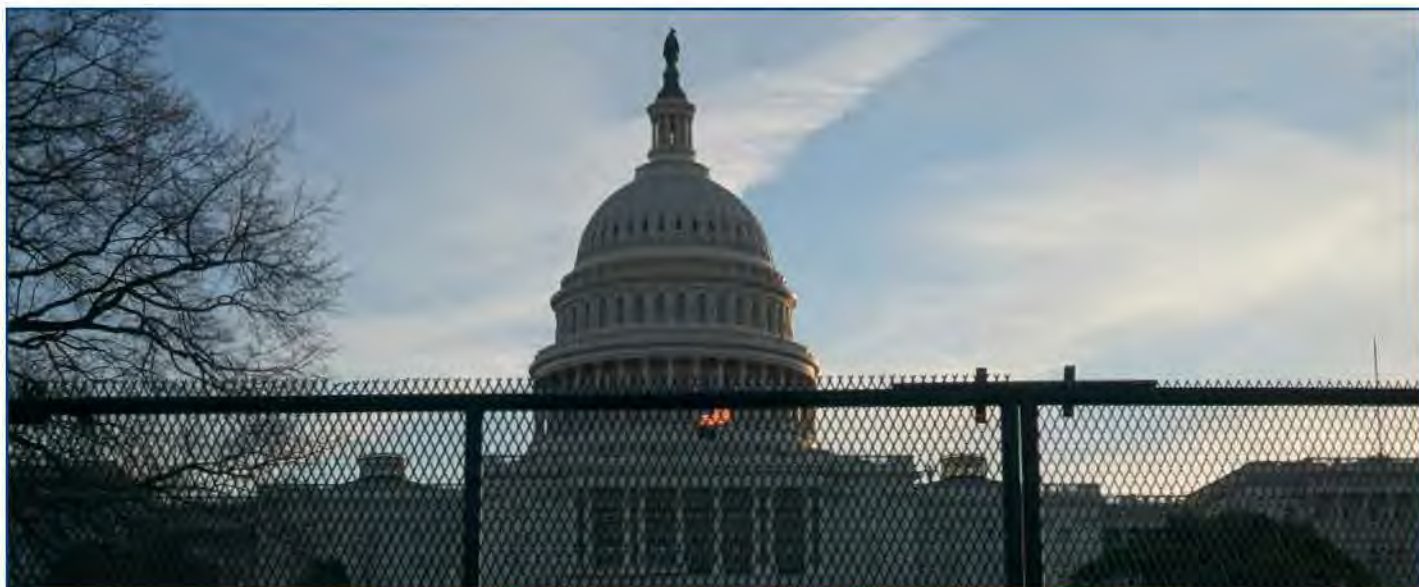
In FY 2021, the USMS assessed 74 percent of locations. Data shows that many locations require new vehicle sally ports, dedicated prisoner elevators, adequate detention cells, courtroom holding cells, or prisoner processing rooms. In other locations, the space does not meet the current standards due to size, antiquated construction, or other security deficiencies. The estimated cost to bring the assessed facilities and their identified high-impact risk deficiencies into compliance is approximately \$512 million and the expected cost for all courthouses to be compliant with USMS standards is approximately \$690 million.

Identifying the magnitude of high-impact risk areas within courthouses supported by the USMS provides insight into the significant safety and security concerns and the budgetary needs required to address them. The site-by-site high-impact risk assessment is a valuable tool to help prioritize future projects and identify any construction budget shortfall. The obtained information will also provide the data for future project management tools or an Integrated Workplace Management Solutions tool.

#### **FULFILLING THE NATIONAL RESPONSE FRAMEWORK'S PUBLIC SAFETY AND SECURITY REQUESTS.**

The DOJ is the primary agency responsible for coordinating federal public safety and security assistance during a natural or manmade disaster, including terrorist attacks. USMS personnel were activated to support wildfire response in the western United States in late 2020. There, they provided force protection for FEMA Urban Search and Rescue teams and site security at forensic remains identification sites. Additionally, the USMS deployed in support of Hurricanes Elsa (Florida), Grace (Puerto Rico), and Henri (Massachusetts) during the 2021 hurricane season.

USMS personnel participated as subject matter experts in the planning of the FEMA biennial National Level Exercise, in local region-based exercises, regional interagency steering committee meetings, and multiple other planning and preparedness groups covering broad topics including COVID-19 response, after action, future planning, cyber security, and vaccine distribution security.





## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION



The USMS processed and deputized 6,582 federal, state, and local law enforcement officers and U.S. National Guard members between January 6 and 20, 2021.



**SUPPORTING USMS PERSONNEL AND ITS PARTNERS WITH CRISIS SERVICES.** USMS personnel provide quick responses to crises within its own ranks as well as to protect U.S. federal landmarks. Two such instances are:

**U.S. Capitol Breach:** During the January 6, 2021, Capitol attack the USMS deployed DUSMs to the Capitol and White House at the order of the AG in efforts to restore the rule of law. On January 11, 2021, a representative from the Senate Committee on Appropriations requested the assistance of the USMS Critical Incident Response Team (CIRT) on behalf of the United States Capitol Police (USCP). The request was to provide peer support services, such as employees crisis intervention services and stress management education, to USCP personnel after the invasion of the U.S. Capitol. From January 14 to 29, over twenty members of CIRT deployed to the U.S. Capitol and provided peer support services to 1,188 USCP personnel, dedicating a total of 995 hours to this mission. As a result of the effective assistance provided by USMS CIRT personnel, positive feedback from USCP personnel, and the need for additional peer support services, the USCP received \$2.5 million in supplemental funding to reimburse the USMS for any deployments by CIRT personnel to the U.S. Capitol. There is now a reimbursable agreement and a Memorandum of Understanding between the USMS and USCP. The USMS will be deploying to provide peer support services to USCP personnel on a four to six-week rotational basis for a week at a time for a minimum of one year.

**Officer Line of Duty Death:** On April 2, 2021, USCP Officer Willie Evans was intentionally struck and killed by a vehicle while providing security at the North entrance of the U.S. Capitol. The USCP again turned to the USMS' CIRT to assist their personnel with processing the tragic loss of Officer Evans. CIRT personnel immediately responded and were at U.S. Capitol grounds providing peer support to USCP personnel within 12 hours of the incident. A total of nine CIRT members responded between April 2 and 17. They provided peer support of 599 hours to 952 USCP personnel.

## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

### MISSION: WITNESS PROTECTION

Since 1971, the USMS has protected witnesses in danger because of their testimony in criminal cases related to organized crime, gangs, and terrorism. The Witness Security Program ensures the safety of witnesses and their authorized family members before, during, and after trial. In a period of rapid change, the USMS must continuously assess its methods to ensure witnesses receive protection and relocation services of the highest caliber.

#### MISSION PROGRAM DATA

Figure 10 – Total Number of Witness Security Program

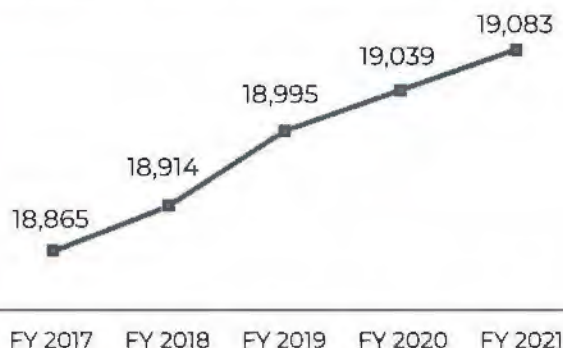


Figure 11 – Identify and Mitigate Security Breaches



#### IMPROVING WITNESSES' CHANCE OF SUCCESS.

Entering the Witness Security Program can be stressful, as participants are uprooted from their lives, relocated, and told to strip all connections with their previous lives. They can no longer practice their original professions or participate in any unique hobbies that may identify them. Becoming financially independent aids in alleviating stress. Today's protected witnesses are diverse and represent various generations, educational backgrounds, and cultures—some come from a life of crime, others are often bystanders in the wrong place at the wrong time. For witnesses to adapt to life in the Witness Security Program, the USMS must understand and address individual needs. Identifying those needs requires that the USMS constantly research the latest assessment tools and integrate them into the Program's processes. After considerable analysis, the USMS recognized an opportunity to augment its witness assessment processes with a new tool to gain insights into preferences, tendencies, skills, and motivations. The agency created a structured and voluntary process for witnesses to complete the assessment, and in April 2021, the USMS trained its personnel to apply it. The agency conducted the new assessments during the last quarter of FY 2021. The results confirmed the new tool added significant value and helped protection specialists align Program services to the needs of the individual.

Rapid technological changes are revolutionizing banking and personal finance. Many people need help understanding the latest terms and processes for managing money. For protected witnesses, this understanding is especially critical as they learn to live in new communities. The USMS updated its guidance for protected witnesses to include the latest methods for managing money, including tools for budgeting and tracking spending. In April 2021, the USMS trained its protection specialists to present this and other financial guidance to witnesses. Reports showed that the financial materials were helpful and well-received. By broadening its range of services to include the latest financial tools and trends, the USMS provides witnesses with a foundation to thrive in the safety of their new communities.

**GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION**

**MISSION: PRISONER TRANSPORT**

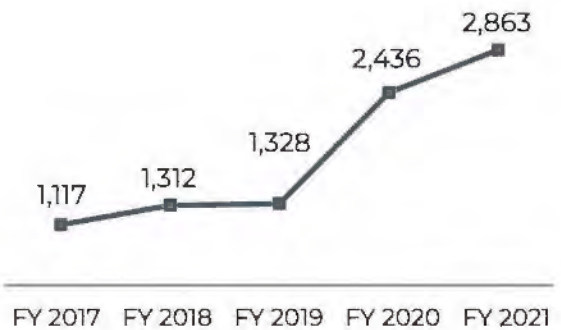
The COVID-19 pandemic continued to create unprecedented challenges for JPATS in FY 2021. Under very difficult circumstances, the USMS carried out its statutory obligations by transporting federal court-ordered detainees and other prisoners for the DOJ. JPATS diverted its focus from creating strategies to increase efficiencies in prisoner transport to implementing COVID-19 prisoner handling procedures and monitoring employee safety protocols designed to reduce exposure of the virus. As the pandemic continued, the Federal Bureau of Prisons (BOP) restricted intake of prisoners and declared COVID-19 movement moratoriums into its facilities, requiring separate flights for BOP and USMS prisoners. This decision produced a historically high number of prisoner movement requests, approximately 21,000, at the end of the FY 2020, compared to the previous high mark of 10,000 movement requests. In FY 2021, while the courts continued to sentence and initiate movement of prisoners daily and the pandemic raged on, the USMS and its partners worked aggressively to reduce the prisoner movement pipeline backlog to under 11,235, a decrease of over 42 percent from the historical high.

**MISSION PROGRAM DATA**

Figure 12 – Requests to Transport Prisoners by Air or Ground



Figure 13 – Transportation Unit Costs (in dollars)

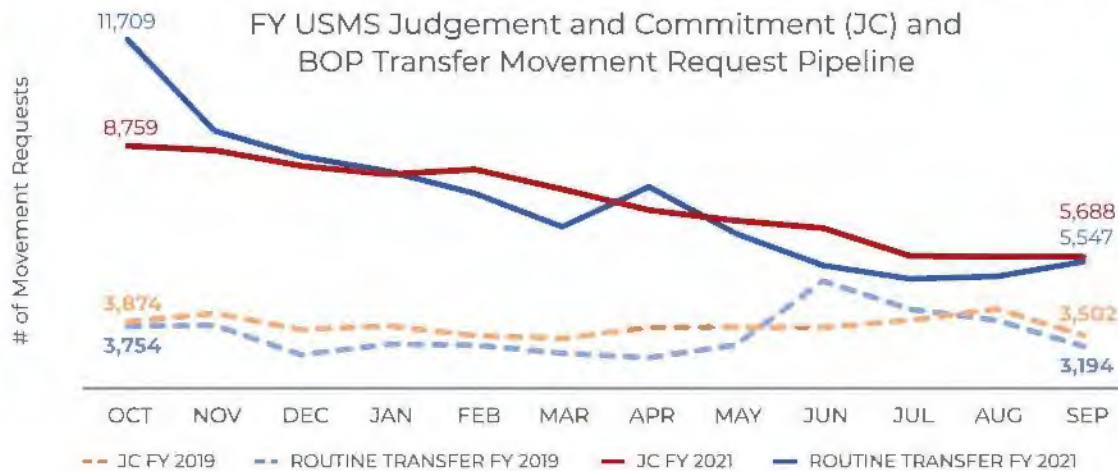


## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

### STRATEGIC OBJECTIVE: DELIVER SECURE, MODERN, AND EFFICIENT PRISONER DETENTION AND TRANSPORTATION OPERATIONS

MISSION PROGRAM DATA

Figure 14 – Movement Request Pipeline with Pre-Pandemic Comparison (FY 2019 vs FY 2021)



Due to the pandemic, Movement Requests (MR) increased to an all-time high. FY 2021 began with over 20,468 MRs in the pipeline. Despite dealing with COVID-19, JPATS and its partners worked diligently to reduce MRs by 42%.

**NAVIGATING THE PANDEMIC.** Another challenge presented by the pandemic was access to COVID-19 testing and vaccinations. Since access to testing and vaccinations were not consistent across state and local facilities housing USMS detainees, the BOP mandated, through COVID-19 testing and quarantine protocols, the separation of tested and non-tested prisoners on both ground and air transports. This mandate prevented transporting USMS prisoners with BOP prisoners on the same trip, resulting in doubling the number of trips needed to deliver prisoners to their destination. As such, JPATS completed a record number of flight hours (4,742) transporting over 92,000 prisoners by air in FY 2021.



### FORTIFYING THE AVIATION SAFETY PROGRAM AND REDUCING RISK THROUGH CERTIFICATION, TRAINING, AND IMPLEMENTATION OF INDUSTRY BEST PRACTICES.

**Aircraft Maintenance and Upgrades:** Despite numerous challenges in FY 2021, the USMS continued to carry out complex aviation operations in a safe, effective, and professional manner. JPATS is realizing exceptional aviation safety and sustainment as proven by a 99

### GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION



Aircraft at the USMS hangar in Oklahoma



View of the Application



Spare 737-400 Engine

percent aircraft availability rate in FY 2021. Owning a small fleet of Boeing 737 aircraft provides the agency greater operational flexibility while reducing logistical concerns. As the fleet is upgraded with NextGen 737s (700/800), the USMS and its partners gain additional value from faster, more fuel efficient, extended range aircraft. Additionally, in planning for eventual maintenance, the USMS purchased a spare engine, allowing JPATS to terminate an “Engine Power-by-the-Hour” insurance contract. This initiative provided the USMS an estimated savings of \$1,830,703 in FY 2021.

**Safety Application:** JPATS Aviation implemented a more capable planning and in-flight tool for pilots, saving \$15,000 a year while increasing safety awareness and informed decision-making. The application brings the agency up to date with the latest in-flight technology, providing aircrews with real time weather information and active traffic information. In addition, the program allows the backend security crew to receive flight updates, including in-route and destination weather information, directly through the pilot’s iPad. This application enables the crews to make informed risk assessments and decisions regarding in-flight operations as well as prepare for upcoming ground activities.

**MISSION: PRISONER OPERATIONS, DETENTION, AND CARE**

The Prisoner Operations mission is a complex and multilayered function, both in scope and execution. The USMS is responsible for preserving the integrity of the federal judicial process by overseeing all detention management matters for individuals remanded to U.S. Marshals custody. The USMS ensures the secure care and custody of these individuals through several processes to include providing sustenance, lodging, transportation, and evaluating conditions of confinement, providing medical care deemed necessary, and protecting civil rights through the judicial process.

**MISSION PROGRAM DATA**

Figure 15 – Average Daily Prisoner Population



Figure 16 – Per-Day Detention Costs (in dollars)

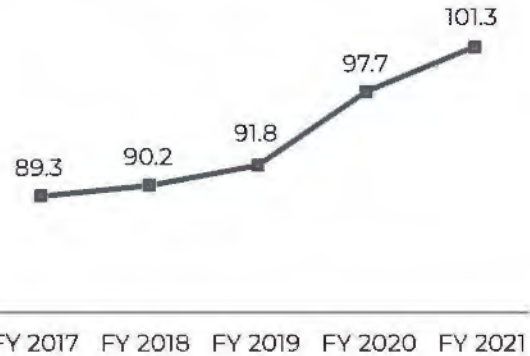
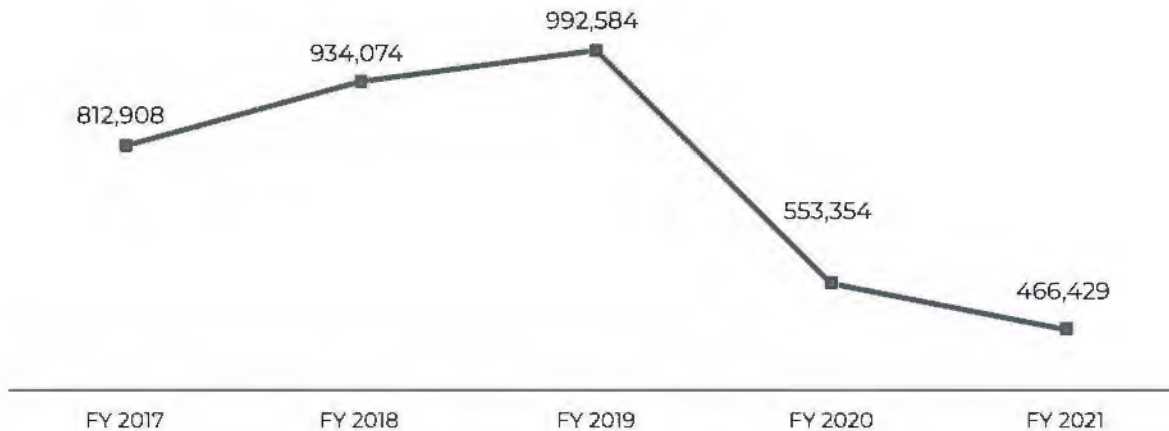


Figure 17 – Prisoners Produced for Required Events



**REDUCING PRISONER TRANSFER BACKLOG.** Prior to the pandemic, the USMS typically housed around 3,000 sentenced and designated prisoners pending their transfer to a BOP facility to serve an imposed prison sentence. Movement restrictions put in place to mitigate the spread of COVID-19 resulted in a backlog of approximately 9,000 prisoners in USMS custody. Starting in August 2020, the USMS and BOP collaborated to execute Operation Big House, expediting the transfer of 13,000 sentenced prisoners to nearby BOP facilities. As a result of this joint effort, the backlog of sentenced and designated prisoners reduced by more than 40 percent by September 2021. This operation has been extremely successful in moving USMS detainees out of district, county, and private temporary housing to BOP holdover facilities resulting in a cost savings of \$30,364,221 to the Federal Prisoner Detention (FPD) fund.

### GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

MISSION PROGRAM DATA

Table 5: Average Per Day Jail Rate Paid by Facility

Performance Measure	FY 2020 (\$)	FY 2021 (\$)
Total	90.76	93.89
Intergovernmental Agreement (IGA) Total	80.76	83.72
State and Local	81.46	84.36
Private, Indirect	78.37	82.23
Private, Direct	134.80	150.57

The USMS held the per day, per capita jail cost to 2.5 percent above the projected level for all facility types and 3.4 percent above the FY 2020 cost. The rate paid at private facilities was 14.7 percent above the projected rate while the rate paid at IGA facilities was 2.8 percent higher than projected.

Table 6: Time in Detention, Prisoners Serving Imposed Sentences in USMS Custody Performance Measure

Performance Measure	FY 2020	FY 2021
Prisoners with Short-term Sentences (STS) Released by USMS	29,498	3,508
<b>Days-in-Detention, Post Sentencing</b>		
30 days or less	20,310	2,956
31 to 60 days	3,944	188
61 to 90 days	3,559	136
91 days or more	1,685	228
<b>Average Detention Time (Days)</b>		
Pre-Sentence	33.7	52.1
Post-Sentence	32.7	18.5

An estimated \$12.9 million was expended to house prisoners post-sentencing. As a result of the COVID-19 pandemic, there was an 88% reduction in short-term prisoners held in USMS custody and a corresponding reduction in the release of STS prisoners. STS prisoners accounted for about 0.2 percent of the total USMS detention population. In FY 2021, 52 percent of the prisoners released following short sentence expiration were arrested for immigration offenses.

Table 7: Prisoners Received: By Offense

Performance Measure	FY 2020	FY 2021
Total	153,883	100,182
Immigration	52,160	18,010
Weapons	9,169	9,045
Drugs	23,161	21,870
Other	58,054	45,207

During FY 2021, the number of prisoners received by the USMS was 100,182 or 35 percent less than FY 2020. The number of prisoners received for immigration offenses decreased by 65 percent, weapons offenses decreased by 1.4 percent, and drug offenses decreased by 5.6 percent.

## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

The USMS held the per day, per capita jail cost to 2.5 percent above the projected level for all facility types and 3.4 percent above the FY 2020 cost. The rate paid at private facilities was 14.7 percent above the projected rate while the rate paid at IGA facilities was 2.8 percent higher than projected.

**MANAGING COVID-19 AMONG PRISONERS.** During FY 2021, the number of prisoners testing positive for COVID-19 increased from approximately 5,700 to 14,500, representing approximately eight percent of all prisoners remanded to the custody of the USMS. The USMS continued to respond to the challenges presented by the pandemic, including updating and promulgating guidance to ensure effective management of the detention population, and evaluating each detention facility housing USMS prisoners for compliance with the Centers for Disease Control's guidelines for managing COVID-19 in correctional and detention facilities.

Following the widespread availability of COVID-19 vaccines, the USMS coordinated with the nearly 800 state, local, and privately-operated detention facilities housing USMS prisoners to ensure all prisoners had the opportunity to receive a vaccine. While some prisoners declined the COVID-19 vaccine, through September 30, 2021, approximately 28,000 prisoners remanded to the custody of the USMS were administered a COVID-19 vaccine. Additionally, the USMS continued to test prisoners prior to transfer, which substantially reduced the likelihood that asymptomatic prisoners infected with COVID-19 were transported to other facilities.

**IMPLEMENTING THE ADMINISTRATION'S ORDER TO STOP USE OF ALL PRIVATE DETENTION FACILITIES.** The U.S. AG delegated authority to the USMS to house criminal defendants remanded by the federal judiciary pending adjudication of criminal charges. Because the USMS does not own or operate any detention facilities, the USMS routinely houses prisoners in BOP-operated detention facilities located in major metropolitan areas and a network of more than 1,000 state and local detention facilities located throughout the United States. However, in some areas, there is insufficient availability of government-operated detention space. Accordingly, the USMS issued contracts for privately-operated detention facilities when insufficient bedspace was available near federal courthouses.

On January 26, 2021, the U.S. President issued an executive order directing the AG not to renew contracts with privately-operated detention facilities. To comply with the order, the USMS has been concluding contracts for privately-operated detention space upon expiration of the current contract option period. Through September 30, 2021, the USMS concluded contracts with four privately-operated detention facilities. Three additional contracts are expected to conclude during FY 2022 and another four during FY 2023 or later. The increase in BOP transfers resulting from the contract conclusions contributed to a high workload and backlog of movement requests to transport over 9,527 prisoners with JPATS assistance.

**MODERNIZING AND OPTIMIZING THE AGENCY'S PRISONER MANAGEMENT AND JUDICIAL SECURITY READINESS POSTURE.** The primary focus was to continue to build capability in the new mission system that directly supports the goal to decommission two legacy applications as soon as possible. The deployment of the modules listed below allowed the USMS to reach its goal and reallocate resources to other USMS initiatives. In FY 2021, the USMS successfully deployed the following capabilities:

**Prisoner Operations Module:** The USMS completed the development and deployment of the Prisoner Management module. This capability enables users to manage critical day-to-day workload items such as prisoner intakes, prisoners received, prisoner productions, prisoner medical requests, and many other prisoner life cycle items. The Prisoner Operations module



## GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

---

also provides several key automated data interfaces which create time savings for field staff. An example of this is the automated interface with the Department of Homeland Security and Customs and Border Protection, displaying an automated daily feed of all border arrests. This feed automatically populates dozens of data elements for each subject record as part of the intake process, saving each of the border districts hours of work daily. This achievement represents the most substantial major operational USMS mission area to be deployed to date.

**IGA Management Module:** Through the Federal Bureau of Investigation's (FBI's) Law Enforcement Enterprise Portal, this module now allows external users to apply for an Intergovernmental Facility Agreement. The external party can request a new agreement with USMS, or they may renew an existing agreement with a request for an adjustment in rates. The USMS has the ability to perform an in-depth pre-negotiation analysis of the submitted application and requested rates utilizing the data collected in the system. Once pre-negotiation analysis is completed, a negotiation process begins with the external party. This capability eliminated the need to re-enter this information into the USMS system from external partner systems, which reduced the workload by 25 percent.

**IGA Detention Facility Review Module:** On March 23, 2021, the USMS deployed this module nationwide. This new capability allows district personnel to create, review, approve, and submit detention facility reviews for tracking and reporting purposes. More specifically, a district can now input their review information by answering questions related to multiple functional review areas. Once complete and submitted, headquarters personnel can either approve the review or return the review back to the district for further clarification. Additionally, the USMS created an easy-to-use Detention Facility Review ledger to allow both district and headquarters personnel to track the status efficiently and simultaneously (i.e., upcoming, in-progress, review, approval, completed, closed) of all reviews. This new process brings to bear multiple improvements including ease of tracking in a single location, user access management, more detailed and clearly written facility review questions, added facility capacity management data, a more intuitive workflow that promotes time savings, and greatly improved data accuracy.

**Prisoner Medical Management Module:** The Medical Management module allows both district and headquarters staff to jointly oversee prisoner medical needs during the entire time a prisoner is in USMS custody and tracks the ongoing status and resolution of each medical case. It also allows USMS medical staff to balance medical needs of the patient with local facility personnel, provides awareness of proximity of suitable medical services, and provides cost impacts, among other factors. Users now have full visibility into a prisoner's medical history, with the added ability to see all medical requests for all custodies for a single prisoner. The USMS also addressed a major legacy system limitation by allowing for multiple medical requests to be made within a single transaction instead of requiring separate requests. For example, a user can make a request for a cardiology exam, order a prescription, and send a notification for recommended hospitalization to the USMS Medical Management Branch, all in the same transaction. This new business process improves the overall user experience while simultaneously reducing the amount of time it takes USMS staff to make updates to prisoner medical records by more than 30 percent.

**Restrictive Housing (RH) Capability:** This capability allows external facility users to note restrictive housing details and date and time for prisoners to be housed at their facility and submit it for internal district review. It also provides the USMS with a bird's-eye-view on all RH details with the added ability to verify facility compliance at-a-glance. Additional

### GOAL 3: SAFEGUARD AGAINST SECURITY THREATS AND ENSURE SAFETY THROUGH INNOVATION

---

benefits include improved ease of access and logging of the RH entry, quick synchronization between the RH user entry and the prisoner record, the inclusion of three additional cautions (i.e., pregnant, post-partum, suicidal tendencies), and the added ability to capture private contract facilities, thereby reducing the previous need to manually calculate and report these separately outside of the system of record.

**User Access Management Portal:** The User Access Management Portal allows authorized administrators to manage user access requests more efficiently and effectively by creating the ability to input, approve or disapprove, and modify system user access requests from headquarters and the field. It provides a single place within the application for this function to reside, along with a standard structure and process for user administrators to follow when granting users the ability to read, write, or edit records in the system. The USMS also ensured this fundamental capability was built to be scalable, allowing future modules to utilize its functionality with minimal adjustments required, eliminating the need to build a separate, unique user access management portal each time new functionality is released.

**CSO Management Module:** This module accounts for the combination of the Monthly Activity Report (MAR), the CSO tracking report, and the CSO Allocation tool for the Judicial Security operational mission area. The enhanced MAR process now provides a secure way for USMS contracted security vendors to enter and submit updates and invoices directly into the application. This feature alone eliminates and automates the countless coordination emails and phone calls between USMS staff and security vendors, saving more than 3,000 staff-hours annually across the USMS. This new capability fully automates the cost tracking of CSO contracts. This data is now pulled directly from the previously deployed Task Order module (deployed in FY 2020) and the newly developed MAR module, allowing USMS Judicial Security Inspectors to simply review and certify the information instead of manually re-entering the information. Additionally, CSO Allocation data fields have been created to allow a direct data sharing connection between the USMS operational knowledge management application and the Judicial Security Information System.

## GOAL 4: ENHANCE THE BUSINESS ENVIRONMENT



## ENHANCE THE BUSINESS ENVIRONMENT

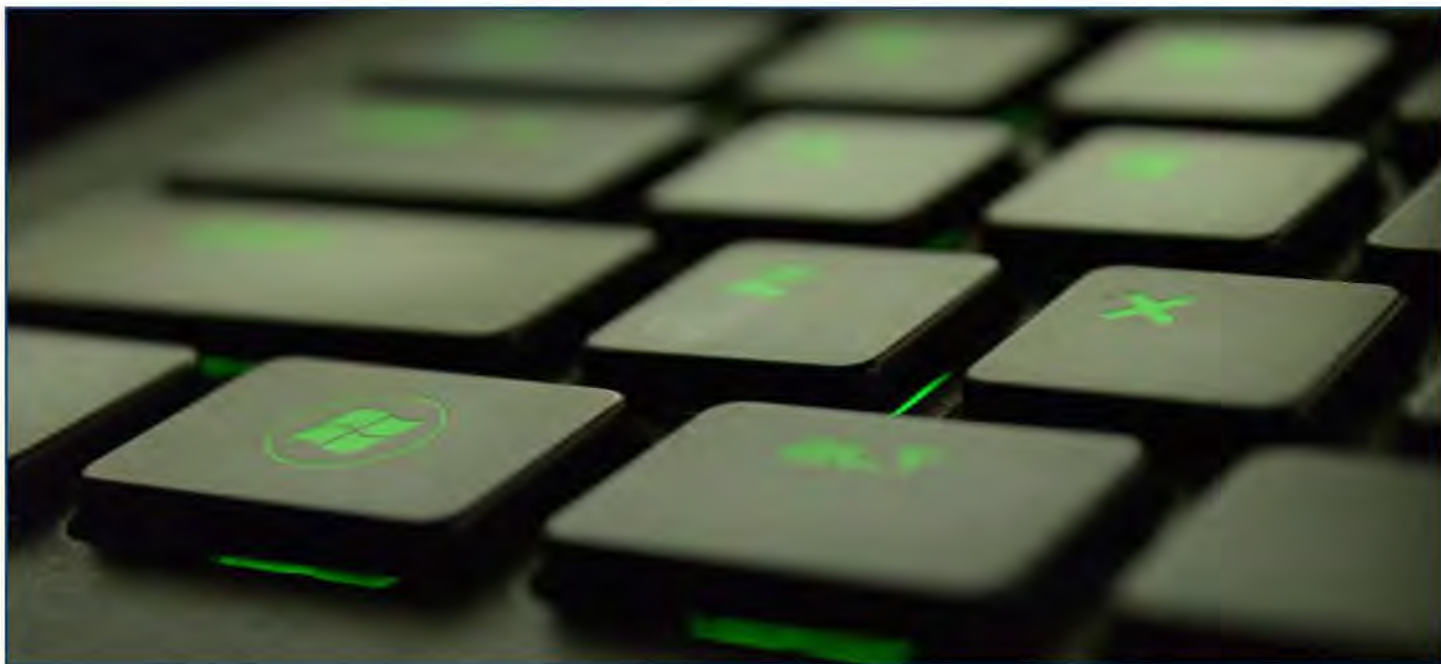
To accomplish operational objectives, the USMS recognizes the importance of a productive and efficient business environment. This goal strengthens the infrastructure, technology, policy, and procedures that make operations possible by modernizing business processes and technology infrastructure as well as promoting evidence-based decisions, asset management, and knowledge sharing.

To achieve the agency's goal to enhance the business environment, the USMS developed the following strategic objectives:

- Modernize Business Processes and Technology Infrastructure
- Promote Evidence-Based, Data-Driven Decision-Making
- Promote Effective and Efficient Governance and Asset and Vendor Management
- Promote Knowledge Sharing and Enhance Communication across the Organization

# 4

### STRATEGIC OBJECTIVE: MODERNIZE BUSINESS PROCESSES AND TECHNOLOGY INFRASTRUCTURE



**SUPPORTING THE FEDERAL CLOUD COMPUTING STRATEGY TO DRIVE CLOUD ADOPTION IN FEDERAL AGENCIES.** The USMS developed a long-term cloud migration strategy governing how the agency migrates over 100 IT services to the cloud and provide an enterprise-wide, secure, and multiple-cloud environment. This modernization effort eliminates local hardware and leverages cloud benefits, including improved reliability, scalability, mobile access to data, rapid availability of new features, and advanced compliance and security features.

The USMS successfully migrated its executive correspondence management application to the DOJ's shared cloud service and replaced the legacy survey tool with a cloud-based, agency-wide solution. Due to onsite storage constraints, the USMS also established an enterprise backup solution in the cloud.

**MIGRATING FROM MICROSOFT (MS) SKYPE TO MS TEAMS.** MS announced the end-of-life for Skype for Business as July 31, 2021. To maintain compliance with the DOJ's Modern Workstation initiative, the USMS transitioned to MS Teams. MS Teams is a collaboration and communication solution that allows users integrated instant messaging, online meetings, file management, and dedicated project workspaces in one interface.

The USMS developed a MS Teams governance strategy that outlined the roles, responsibilities, policies, and processes necessary to manage and use the DOJ's MS Teams environment. To assist with the transition to MS Teams, the USMS offered extensive training on the utilization of the new application. New capabilities were introduced, such as the ability to see presence and share documents across DOJ components. The successful implementation of MS Teams completed the agency's transition to MS Office 365.

## GOAL 4: ENHANCE THE BUSINESS ENVIRONMENT

### MISSION: FINANCIAL MANAGEMENT MODERNIZATION AND COMPLIANCE

The USMS's financial services include budget formulation and execution, financial and accounting services, financial systems management, financial statement preparation, audit coordination, data analytics, and procurement activities and compliance.

#### STRATEGIC OBJECTIVE: EXPAND INVESTIGATIVE CAPABILITIES THROUGH A COMBINATION OF TECHNOLOGY AND STRATEGIC PARTNERSHIPS

**STREAMLINING PROCUREMENT THROUGH NEW PROGRAMS.** During FY 2021, the USMS explored acquisition innovations to improve Technical Evaluation Board (TEB) outcomes, zeroing in on vendors that meet the complex requirements of the agency and using available free resources to stretch the abilities of the procurement team. Specifically, the agency worked with the GSA on several important activities to include participating in two Civilian Services Acquisition Workshop (CSAW) programs and utilizing their free Market Research as a Service (MRAS) program. The USMS used the CSAW program to develop an important information technology requirement for one of the agency's operational divisions and for the Human Resources Division's upcoming medical services requirement. These workshops brought together representatives from the Program Office and the procurement team to develop the overall requirement, procurement strategy, and important evaluation criteria.

The USMS used the MRAS program to find viable sources for securing important requirements. This allowed the agency to have GSA perform a comprehensive search of their varied contract vehicles and provide a report detailing the available options and sources within 48 hours. Furthermore, the agency implemented Voluntary Advisory Evaluation Procedures to streamline the evaluation process and limit the number of vendors for consideration to only those that have shown their ability to meet the agency's complex requirements up front. This allowed the procurement team to ensure only viable vendors are reviewed by the TEB and streamline the overall evaluation and review process for a final award decision. The USMS also mitigated potential contract protests through improved communication during vendor debriefs.

**CENTRALIZING FUNDING UPDATES AND REQUESTS.** The USMS successfully completed the development of the Financial Data Allocation Platform (FDAP), which is a single sign-on application that integrates funding allocations within each of the headquarters' divisions and offices' Spend Plans. FDAP provides transparent and real-time funding updates and requests from divisions, which will optimize and streamline funding allocations and compliance on budget execution and formulation functions and responsibilities. On October 1, 2021, the FDAP went live ahead of the FY 2022 Budget Year.

**STREAMLINING FINANCIAL REPORTING IN ASSET FORFEITURE.** The USMS collaborated with the DOJ to implement two critical enhancements to automate the entry of certain Consolidated Asset Tracking System (CATS) transactions. The enhancements streamline financial operations and reduce manual steps to process the itemization, disposal, and collection of forfeited cash in the Seized Asset Deposit Fund, recurring forfeiture money judgment collections, and the sale of forfeited property including jewelry, art, vehicles, vessels, aircraft, and real estate. Collectively, these manual steps accounted for greater than 37,000 entries in CATS and take approximately five minutes to complete, projecting a potential savings of 3,140 hours annually at full utilization. Additionally, these enhancements, coupled with the previously implemented use of Pay.gov, provide Asset Forfeiture the ability to completely automate voluntary money judgment collections and save more than \$550,000 annually.

## GOAL 4: ENHANCE THE BUSINESS ENVIRONMENT

**AUTOMATING MANUAL PROCESSES RESULTED IN CUTTING COSTS AND SIGNIFICANT WORK HOURS.** The USMS continued to leverage UiPath, a Robotic Process Automation (RPA) product, to streamline operations and reduce burden on the agency's manual procedures. This was done in accordance with the Office of Management and Budget (OMB) memorandum, Shifting from Low-Value to High-Value Work, providing guidance to "Federal agencies to regularly review their own management guidance, identify opportunities to streamline operations and reduce burden on their components." The RPA configures computer software to automate routine human actions within digital systems. In FY 2021, the USMS expanded system function automations in these areas:

1. Each year, approximately 1,500 District Security Officer personal services contracts are amended manually to add funding or to close out the contracts. Historically, it took 20 to 30 minutes to modify and 30 minutes to close out each contract. After automation, processing time for each action was reduced to one to two minutes and two minutes respectively. In FY 2021, 1,460 contracts were modified and 854 were closed, which saved approximately 477 and 416 hours respectively.
2. In August 2021, the USMS began to automate payment vouchers, including a tax information line, from the new Permanent Change of Station (PCS) system into the financial system. This automation takes one and half minutes per entry instead of fifteen minutes. In the first two weeks of processing, the automated system processed 59 relocation vouchers from the PCS system, saving 13 hours.
3. Use of the existing High-Volume Data Entry processes for the General Ledger was expanded to record high-level obligation adjustments, saving the agency 40 work hours.

Recognizing the significant time savings, the USMS plans to continue identifying and automating processes to further save time, reduce costs, and better-direct resources to higher prioritized activities.

**SUPPORTING THE DOJ AND STREAMLINING COMPLEX PROCESSES.** The USMS is often considered the DOJ's leader in financial management due to continuously seeking new technologies to obtain efficiencies through RPA and streamlining business processes by implementing new business and system functionalities. Many agencies and components within DOJ often seek input or request demonstrations from the USMS when deciding how to re-engineer their existing financial or system projects. Examples include:

Facilitator on the Treasury's Invoice Processing Platform (IPP)

The USMS was the first DOJ component, who successfully implemented the Treasury's IPP and its interface with the UFMS. Accordingly, the USMS was invited to be a facilitator in the Community of Practice and Momentum User Group Conference, which was hosted by the UFMS vendor, to provide answers and inputs to agencies across the government to assist them implement the Treasury's IPP.

Presenter on the RPA application to streamline business processes

The USMS started using RPA technology in 2019 to automate system functions that streamline business operations and reduce manual procedures. The DOJ and the DEA requested demonstrations from the USMS on how to apply RPA technology to maximize resources for other missions.

## GOAL 4: ENHANCE THE BUSINESS ENVIRONMENT

---

**IDENTIFYING TECHNOLOGY SOLUTIONS TO ADDRESS CURRENT CAPABILITY GAPS.** The USMS successfully replaced the Transaction Submission and Tracking Tool (T\$at), a SharePoint-based application that lacked capacity and functionality to support the financial submission needs of all 94 USMS districts. As the number of users increased, the strain on the system decreased speed and functionality, leading to the need for more robust tools to better manage workflows and capabilities. After performing a business case analysis to identify the best cost-beneficial solution for the agency, the T\$at system was replaced by the Financial Information Tracking System (FITS), a ServiceNow-based application. Currently, all 94 districts and the Austin Processing Center (APC) use FITS to process Prisoner Housing, Prisoner Transport, Court Security, and Fact Witness financial transactions.

FITS allowed the APC team and districts to transfer and process documents more efficiently, such as direct access to financial supporting documents. FITS also contains highly evolved document tracking features that make procedures transparent throughout the document process flow. FITS reports are robust and allow for more detailed tracking of district compliance and APC financial document processing to ensure standards are met. Finally, a Travel Compliance module was developed within FITS to enable the auditability of travel expenses, ensuring required pre-authorizations exist and expense claims meet Federal Travel Regulations. Since implementation of FITS, the APC has successfully processed over 24,644 district financial transactions and provided 17 training sessions to system users nationwide, as of the end of July, with 32,000 transactions projected by the end of the FY.

**IMPROVING OVERSIGHT AND ALIGNMENT OF CONSTRUCTION PROJECTS.** The USMS has approximately \$250 million in identified backlog of construction projects and \$690 million or more in high-priority risk mitigation projects. The USMS needed a system in place to ensure that the projects were in alignment with the strategic priorities of the USMS or broadly supported for funding based on other USMS competing priorities. The USMS established senior-level visibility to ensure better coordination and prioritization of high-value projects across the USMS.

Regular briefings on emergent requirements and the status of other major projects to a review board helps the USMS utilize limited construction funding more effectively and efficiently. The transparency will ensure senior leadership is aware of deteriorating conditions of USMS facilities and allow for strategic planning to address construction.

### STRATEGIC OBJECTIVE: PROMOTE EVIDENCE-BASED, DATA-DRIVEN DECISION-MAKING

**LAUNCHING THE INVESTIGATIVE OPERATIONS PERFORMANCE AND PRODUCTION DASHBOARD.** In FY 2021, the USMS designed and launched a visual analytic interactive dashboard, giving executives near real-time dynamic views of various metrics regarding cases opened and closed across key dimensions of work, including time, geography, warrant class, charges, etc. As a result, executives and managers can now easily see when production patterns change, diagnose those changes, and develop data-informed interventions.

**ENHANCING USMS FINANCIAL SYSTEMS WITH GREATER FUNCTIONALITY.** Ahead of the projected timeframe, the USMS successfully upgraded to UFMS version 7.8 and opened the financial system to end-users on May 12, 2021. The upgrade prepared the USMS for the implementation of the Treasury G-Invoicing system, allowing federal program agencies to manage their intragovernmental buy/sell transactions. Next, it enhanced the functionality for Treasury's IPP to provide uniformity for vendor contracts and invoice numbering. The upgrade continued to streamline and enhance acquisition activities and promote data integrity between the UFMS

and the Federal Procurement Data System-Next Generation to ensure compliance with the Digital Accountability and Transparency Act of 2014. With newly enhanced system functionality, the USMS reviewed and updated training documents, provided training to system users, and updated reports to accommodate system features. The UFMS upgrade fixed existing system defects and significantly increased the functionality of the DOJ enterprise financial management system.

**STREAMLINING AND OPTIMIZING PROCESSES FOR ANALYZING AND GENERATING FINANCIAL AND PROCUREMENT METRICS AND ANALYTICS.** By using optimized approaches to support and further strengthen data-driven decision-making across the enterprise, the USMS developed new performance metrics and business analytics in FY 2021 to track travel card delinquencies in multiple aspects, such as delinquencies from both the individual and office travel credit card accounts, the number of days past due categories, and delinquencies by employee type. In monitoring these delinquencies, the USMS can provide guidance to program offices to track and pay off travel charges timely, which reduces potential interest penalties incurred and cancellation of travel credit cards. Moreover, the USMS developed a tool to monitor financial obligation amounts on commercial procurement contracts and has been communicating the results to divisions monthly, via a digital Division Dashboard, to assist divisions in establishing obligations timelier and more accurate to improve the USMS' fund allocation controls. Overall, these performance metrics and process enhancements focus on strengthening the underlying quality of USMS financial and procurement information, thus improving financial management and performance oversight.

### MISSING CHILDREN DASHBOARD

In FY 2021, a USMS data science team created a dynamic visual analytic dashboard to track the number and location of high-risk missing child cases in existence on any given day, and which of those met criteria for USMS assistance. The dashboard relies on a real-time view of various data sets related to missing and abducted children in the U.S. and allows the USMS Missing Child Unit to easily identify areas and cases most in need of USMS help..

### STRATEGIC OBJECTIVE: PROMOTE EFFECTIVE AND EFFICIENT GOVERNANCE AND ASSET AND VENDOR MANAGEMENT

**ACHIEVING FINANCIAL EXCELLENCE THROUGH INTEGRITY AND DUE DILIGENCE.** The global pandemic led the Federal Government to maximize telework, causing the DOJ's external auditor to start the FY 2020 annual financial audit one month later than usual. This meant less time was given to program offices to gather and provide supporting documentation. Despite the challenges, the USMS earned an Unmodified Opinion for the financial audit. This is the highest-ranking audit opinion, where the auditor expressed the USMS financial statements were presented in accordance with applicable financial reporting framework. The USMS did not receive any Notices of Findings and Recommendations, Significant Deficiencies, or Material Weaknesses. The USMS' books and records are accurate and contributed to achieving the DOJ's Unmodified Opinion goal.

**SECURING FUNDS NEEDED TO ACCOMPLISH THE AGENCY'S MISSIONS.** After many discussions with the DOJ, OMB, and Congressional appropriation committees, the USMS successfully obtained additional resources to carry out its missions. The FY 2021 Enacted Budget provided the USMS



## GOAL 4: ENHANCE THE BUSINESS ENVIRONMENT

---

Salaries and Expenses appropriation \$1.5 billion, which is \$66 million above what was funded in FY 2020. The Enacted level sustained the FY 2020 budget initiatives, including completion of the Workforce Transformation Initiative (also known as Full Performance Level-13) and maintained the USMS' efforts in fugitive apprehension, judicial protection, prisoner operations, witness security, and tactical operations. In addition, the Enacted funding level provided new resources totaling 31 new positions to improve the judicial security mission. The program enhancement increased funding for upgraded home intrusion detection systems in judges' primary residences. Finally, the budget increase funded the newly created Open-Source Intelligence Unit, Counter-Surveillance/Surveillance Detention training, and protective operations, all of which allows the USMS to expand its capacity to meet current and future challenges to judicial security. The Enacted Budget included the agency's request to amend the relevant statute governing authority for danger pay allowances that include pay authorization for certain USMS deployments, such as USMS employees engaged in, or in active support of, law enforcement activities outside the United States.

**REQUESTING CRITICAL RESOURCES NEEDED AGENCY WIDE.** The USMS successfully submitted the FY 2022 President's Budget Request, which included initiatives to support the President's goal of combating violent crime and domestic terrorism. The USMS FY 2022 Budget Request also includes program increases, totaling \$173.2 million and 221 new positions, of which 82 are DUSMs. These new resources will directly address the USMS, DOJ, and the President's priorities by enhancing key USMS programs, including the Technical Operations Group's electronic surveillance, Judicial Security Division's protective operations and intelligence programs, the Special Operations Group, missing child investigations, body-worn camera capabilities, district operations, and international investigations. Additionally, the Budget Request will enable the USMS to address violent crime, enhance judicial security, respond to domestic terrorism, and improve officer safety more effectively by increasing the ability of DUSMs to arrest violent fugitives rapidly and safely to make our communities safer.

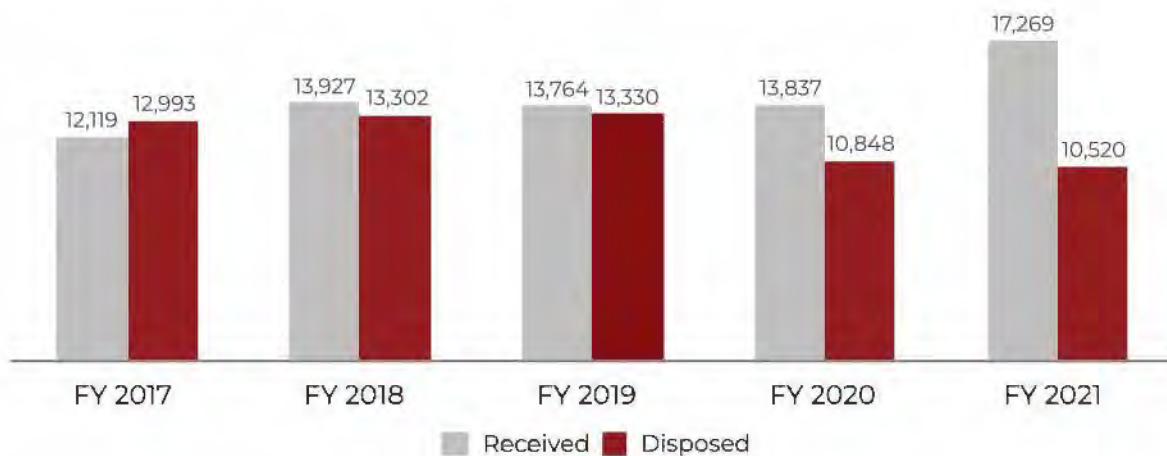
The FY 2022 Budget Request for the FPD appropriation of \$2.170 billion funds housing, transportation, medical care, and medical guard services for federal detainees remanded to USMS custody. The USMS Budget Request includes resources to implement the President's executive order to discontinue contracts for privately-operated detention facilities. To improve operational efficiency, the USMS also requested funding to modernize, replace, and consolidate outdated prisoner management information systems. In addition, the USMS will continue to improve detention management oversight by adding seven administrative positions to monitor the non-federal detention facilities that currently house approximately 55,000 detainees.

**MISSION: ASSET FORFEITURE PROGRAM**

The DOJ Asset Forfeiture Program (AFP) plays a critical role in disrupting and dismantling illegal enterprises, depriving criminals of the proceeds of illegal activity, deterring crime, and restoring property to victims. The USMS is the primary custodial agency of the AFP. In addition to core fiduciary responsibilities associated with the management and disposition of assets valued in the billions of dollars, the USMS also provides vital support to USAO and investigative agencies by assisting with pre-seizure planning and financial investigations. As a world leader in asset management and asset disposal, the USMS AFP also receives requests for technical assistance from countries around the world. These requests range from assessing a country’s AFP to assisting with the restraint of property, both foreign and domestic.

MISSION PROGRAM DATA

Figure 18 – Assets Received and Disposed of by the USMS



The USMS Asset Forfeiture Division received 17,269 assets in FY 2021 and disposed of 10,520 assets.

**REFUNDING VICTIMS THROUGH ASSET FORFEITURE.**

**Tiger Rescue:** In May 2021, the USMS worked alongside members of the U.S. Department of Agriculture and the U.S. Fish and Wildlife Service to rescue big cats from the infamous Tiger King Park in Thackerville, Oklahoma, on a case stemming from concerns regarding the well-being and proliferation of endangered big cats. As the USMS has experience in large-scale operations involving animal seizures including horses, livestock, dogs, and fowl, the DOJ Environment and Natural Resources Division requested USMS assistance in executing the warrant and seizing the animals.

The USMS deployed operational personnel and technicians to support this detail.



## GOAL 4: ENHANCE THE BUSINESS ENVIRONMENT

The administrative and contractor electronics technicians set up and provided deployable radios, command center trailer capabilities, generators, lights, protective operations cameras, along with Verizon and FirstNet assets to improve cellular signal. The agency used a USMS repeater and 60-foot antenna, as well as Intrepid and Android Team Awareness Kit with Blue Force Tracking to assist in the operation. The radio system provided portable and mobile coverage all around the compound. The USMS Command Trailer provided a 24/7 operational headquarters on the ground. Video cameras were set up and provided day/night video situational awareness and recording of all residential structures on the property enhancing security. Emergency flood lighting provided for 24/7 operations.



The USMS secured the residence and outbuildings before executing the court order to seize the animals. The agency provided overwatch and security for the veterinarians and their staff as the tigers and lions were moved from their cages into transport vehicles. USMS medics were on scene and provided treatment to one of the animal rescue workers who sustained a heat injury. Additionally, USMS all-terrain vehicles proved useful in transporting critical gear and equipment over the muddy, rugged compound. The USMS and its partners successfully retrieved 69 exotic animals, to include protected lions, tigers, lion-tiger hybrids, and a jaguar and relocated them to multiple responsible animal sanctuaries to be safely sheltered. The animals were removed based on a civil action against Jeffrey and Lauren Lowe, Greater Wynnewood Exotic Animal Park, LLC, and Tiger King, LLC for violations of the Endangered Species Act and the Animal Welfare Act.

**U.S. v. Philip Riehl:** On July 27, 2020, Philip Riehl was convicted of defrauding the Amish community and sentenced to 10 years in prison, as well as ordered to satisfy a forfeiture money judgment in the amount of \$60 million. Riehl used his trusted religious affiliations to solicit investor victims and acted as a lender of funds to businesses and individuals within the Amish community. Among the assets seized and forfeited were approximately \$23 million (face value) in Notes Receivable from over 75 borrowers across the United States, as well as Canada and

## GOAL 4: ENHANCE THE BUSINESS ENVIRONMENT

Paraguay. The USMS worked with the U.S. Attorney's Office for the Eastern District of Pennsylvania to contact the borrowers and arrange for the payment of these loans to the government; most of which were unsecured, having been recorded on slips of paper with no underlying collateral. In addition to the massive collection effort, the USMS managed the valuation of each Note and worked with a reputable non-profit institution that specializes in providing investment and lender services to the Amish and Mennonite communities. To date, the USMS has recovered over \$4.5 million in this case.

**U.S. vs. Martin Shkreli:** Martin Shkreli was convicted of Securities Fraud and Conspiracy to Commit Securities Fraud, with an approximately \$7.4 million forfeiture money judgment entered against him at sentencing in March 2018. Shkreli was a hedge fund manager and Chief Executive Officer of a biopharmaceutical company that, through a reverse merger, became publicly held. Shkreli induced investors and banks to provide him with funds which were lost through high-risk investments and embezzlement. The USMS assisted with the liquidation of investment accounts, cash accounts, and wire transfer payments that yielded millions towards the forfeiture money judgment. On July 27, 2021, the sole copy of the Wu-Tang Clan album "Once Upon a Time in Shaolin" was sold with a confidentiality provision on the contract of sale that protects information relating to the buyer and price. The album includes a hand-carved nickel-silver box, as well as a leather-bound manuscript containing lyrics and a certificate of authenticity. The complexity of this asset was compounded by various restrictions, including those relating to the duplication of its sound recordings. Proceeds from the sale of the album were applied to satisfy the outstanding balance owed on Shkreli's forfeiture money judgment.

**The "Most Expensive Movie Poster Ever Made" and an Andy Warhol:** The Malaysian government created the 1 Malaysia Development Berhad (1MDB) fund in 2009 to promote economic development through foreign investment and partnership. The funds were intended to be used for improving the well-being of the Malaysian people. Over the course of six years, the funds were allegedly misappropriated by high-level officials and their associates leading to one of the largest kleptocracy corruption scandals in the world.

The investigation into 1MDB, and the resulting litigation, spanned across multiple countries from crimes committed between 2009 and 2015. According to the civil forfeiture complaints, more than \$4.5 billion was stolen from the fund, with much of it being laundered through the financial institutions of several jurisdictions including the United States, Switzerland, Singapore, and Luxembourg. The participants in the 1MDB scandal used public funds to acquire luxury real estate in New York and London, jewelry, and artwork, leading to the seizure of very high-value assets.

To date, the total value of the assets seized by the U.S. is over \$1.28 billion with over \$916 million forfeited and disposed of, over \$33.68 million forfeited pending disposal, and over \$329 million currently being litigated. The USMS has been at the center, caring for and disposing of the many assets seized.

Many of the assets drew interest; the artworks drew particular interest due to their unique nature. Two of the most notable pieces of artwork connected to the 1MDB case were recently auctioned by the USMS: the "Round Jackie, 1964" painting and the "Metropolis" lithograph poster. The gold paint and silkscreen ink portrait of Jackie Kennedy on canvas entitled "Round Jackie" by Andy Warhol is just one of eight created. The portrait was sourced from a photo taken of John F. and Jackie Kennedy on November 22, 1963, just hours before the President's assassination. The piece created by Warhol was the first of the artist's entire Jackie



## GOAL 4: ENHANCE THE BUSINESS ENVIRONMENT



series. The piece sold for \$1.04 million when the auction ended on February 18, 2021.

The international version of the movie poster for the 1927 silent film “Metropolis” created by German artist Heinz Schulz-Neudamm and printed by Berlin artist Paul Grasnickw was regarded as being the most expensive movie poster ever made. The poster is one of four copies known to exist and was purchased by one of the defendants for \$1.2 million in 2012. At auction, the poster received multiple bids and ultimately sold for \$1.13 million. The poster expresses elements of the German Expressionist movement and Art Deco is evident in the piece.

**U.S. v. Stephen Peters:** In 2019, Stephen Peters was convicted of 20 counts of investment fraud and was sentenced to 40 years in federal prison. The court also ordered Peters to make restitution in the amount of \$15 million to the victims and the forfeiture of numerous assets both domestic and international. Peters defrauded investors in a Ponzi scheme, using the money to purchase lavish assets for personal use, including a luxury Costa Rica property. The case received a great deal of local media coverage because many of Peters’ victims had spent their lives building their retirement savings and lost everything after trusting Peters with their financial investments. The USMS worked with the

U.S. Attorney’s Office for the Eastern District of North Carolina, the DOJ’s Money Laundering and Asset Recovery Section, and the FBI with the seizure and disposal of the 43,000-square-foot Costa Rican vacation property. The property sold in March 2021 for \$625,000, which will be distributed for victim restitution.



**Supporting international partners.** The USMS international asset forfeiture caseload includes 71 active cases in 37 countries. There continues to be a growing number of countries focused on the impactful use of forfeiture. The USMS presented training in multiple different venues, some virtual and some in person, to a total of 39 international delegations and over 500 virtual attendees from countries such as Romania, Slovakia, Malaysia, Grenada, South Africa, Ukraine, Serbia, Bosnia, Croatia, Peru, Costa Rica, Chile, Colombia, Mexico, and Uruguay. These training sessions educated the delegations on the agency’s role in asset forfeiture and served as a meaningful environment to foster collaboration.

**FY 2019-FY 2021 ENACTED RESOURCES BY USMS STRATEGIC GOAL**

Dollar amounts are in thousands (000s)

S&E = Salaries & Expenses

( ) = Funding sources

**GOAL 1 & 4:**

STRATEGIC GOAL 1&4 All S&E Decision Units (S&E)	2019 Enacted			2020 Enacted			2021 Enacted		
Comparison by activity and program	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Judicial and Courthouse Security	409	385	111,812	409	398	116,608	440	425	131,300
Fugitive Apprehension	532	476	137,954	532	491	144,659	533	515	149,695
Prisoner Security and Transportation	275	231	65,818	275	238	68,843	275	251	71,808
Protection of Witnesses	65	57	15,151	65	58	15,924	65	61	16,510
Tactical Operations	46	39	17,300	46	41	21,606	46	42	18,169
Total Enacted - S&E	1,327	1,188	348,036	1,327	1,226	367,639	1,359	1,294	387,482
Reimbursable FTE		193			188			194	
Total Enacted with Reimbursable FTE - S&E	1,327	1,381	348,036	1,327	1,414	367,639	1,359	1,488	387,482

Note: Represents S&E administrative resources only

**GOAL 2:**

STRATEGIC GOAL 2 Fugitive Apprehension (S&E)	2019 Enacted			2020 Enacted			2021 Enacted		
Comparison by activity and program	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Fugitive Apprehension	1,542	1,371	383,271	1,542	1,354	399,860	1,556	1,371	423,099
Total Enacted - S&E	1,542	1,371	383,271	1,542	1,354	399,860	1,556	1,371	423,099
Reimbursable FTE		90			98			109	
Total Enacted with Reimbursable FTE - S&E	1,542	1,461	383,271	1,542	1,452	399,860	1,556	1,480	423,099

Note: Represents S&E operational resources only

## ENACTED RESOURCES BY USMS STRATEGIC GOAL

### GOAL 3:

STRATEGIC GOAL 3	2019 Enacted			2020 Enacted			2021 Enacted		
Judicial and Courthouse Security (S&E)									
Prisoner Security & Transportation (S&E)									
Protection of Witnesses (S&E)									
Tactical Operations (S&E)									
Detention Services (FPD)									
Construction									
Justice Prisoner and Transportation System (JPATS)									
Comparison by activity and program	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount	Perm Pos	FTE	Amount
Judicial and Courthouse Security	1,270	1,096	347,191	1,282	1,133	365,503	1,282	1,209	382,562
Prisoner Security and Transportation	731	657	174,958	737	678	184,501	737	710	192,446
Protection of Witnesses	183	162	42,657	184	167	45,076	184	175	46,735
Tactical Operations	124	111	46,635	126	115	59,181	126	121	49,766
<b>Total Enacted - S&amp;E</b>	<b>2,308</b>	<b>2,026</b>	<b>611,440</b>	<b>2,329</b>	<b>2,093</b>	<b>654,261</b>	<b>2,329</b>	<b>2,215</b>	<b>671,509</b>
Reimbursable FTE		56			75			55	
<b>Total Enacted with Reimbursable FTE - S&amp;E</b>	<b>2,308</b>	<b>2,082</b>	<b>611,440</b>	<b>2,329</b>	<b>2,168</b>	<b>654,261</b>	<b>2,329</b>	<b>2,270</b>	<b>671,509</b>
Detention Services	27	27	1,707,397	27	24	1,867,461	33	25	2,171,609
Construction			15,000			15,000			15,000
<b>Grand Total Enacted - S&amp;E, FPD, and Construction</b>	<b>2,335</b>	<b>2,109</b>	<b>2,333,837</b>	<b>2,356</b>	<b>2,192</b>	<b>2,536,722</b>	<b>2,362</b>	<b>2,295</b>	<b>2,858,118</b>
JPATS	123	110	54,065	123	113	58,620	123	112	66,019
Total Operating (President's Budget) Level - JPATS	123	110	54,065	123	113	58,620	123	112	66,019
Actual Operating Level - JPATS	123	97	53,447	123	96	67,080	123	96	74,436
Note: Represents S&E operational resources only , FPD appropriation, Construction, and JPATS Revolving Fund									

## GLOSSARY OF ACRONYMS

ACRONYM	DESCRIPTION
IMDB	1 Malaysia Development Berhad
AED	Automated External Defibrillator
AFP	Asset Forfeiture Program
AG	Attorney General
ANFAST	Americas Network Fugitive Active Search Teams
AO	Administrative Officer
APC	Austin Processing Center
ASPR	Assistant Secretary for Preparedness and Response
BOP	Federal Bureau of Prisons
CATS	Consolidated Asset Tracking System
CIRT	Critical Incident Response Team
CNP	Cuerpo Nacional de Policia
CPR	Cardiopulmonary Resuscitation
CSAW	Civilian Services Acquisition Workshop
CSO	Court Security Officer
D.C.	District of Columbia
D/	District of (e.g., D/MN = District of Minnesota [USMS district])
DEA	Drug Enforcement Administration
DOJ	Department of Justice
DUSM	Deputy U.S. Marshal
E/	Eastern District of (e.g., E/TX = Eastern District of Texas)
EK9	Explosive Detection K9
ENFAST	European Network's Fugitive Active Search Team
FBI	Federal Bureau of Investigation
FDAP	Financial Data Allocation Platform
FITS	Financial Information Tracking System
FIU	Fugitive Investigative Unit
FLETA	Federal Law Enforcement Training Accreditation
FLETC	Federal Law Enforcement Training Center
FRB	Force Review Branch
FSN	Foreign Service National
FY	Fiscal Year



## APPENDIX

<b>ACRONYM</b>	<b>DESCRIPTION</b>
GS	General Schedule
GSA	General Services Administration
HHS	Department of Health and Human Services
HRFA	High-Risk Fugitive Apprehension
ICAP	Interagency Committee for Aviation Policy
IDP	Individual Development Plan
IFAK	Individual First Aid Kit
IGA	Intergovernmental Agreement
INTERPOL	International Criminal Police Organization
IPP	Invoice Processing Platform
IT	Information Technology
JC	Judgement and Commitment
JPATS	Justice Prisoner and Alien Transportation System
K9	Canine
LTLRB	Less-than-Lethal Review Board
MAR	Monthly Activity Report
MOC	Memorandum of Cooperation
MR	Movement Requests
MRAS	Market Research as a Service
MS	Microsoft
NBI	National Bureau of Investigation
NCMEC	National Center for Missing and Exploited Children
OCDETF	Organized Crime Drug Enforcement Task Force
OMB	Office of Management and Budget
OMSU	Operational Medical Support Unit
OP	Office of Policy
OSE	Operation Swift Eagle
OSINT	Open-Source Intelligence Unit
OST	Office of Strategic Technology
OTB	Operation Triple Beam
OWO	Operation Washout
PCS	Permanent Change of Station
PITC	Protective Intelligence Training Course
PNP	Paraguayan National Police

<b>ACRONYM</b>	<b>DESCRIPTION</b>
PRI	Periodic Re-Investigations
RFTF	Regional Fugitive Task Force
RH	Restrictive Housing
RPA	Robotic Process Automation
SecEd	Secretary of Education
SOG	Special Operations Group
SOP	Standard Operating Procedure
SRB	Shooting Review Board
STS	Short-term Sentences
T\$aT	Transaction Submission and Tracking Tool
TEB	Technical Evaluation Board
TFO	Task Force Officer
TIU	Threat Investigation Unit
TK9	Tactical K9
TS	Top Secret
UFMS	Unified Financial Management System
UOF	Use-of-Force
USAO	U.S. Attorney's Office
USCP	United States Capitol Police
USMS	United States Marshals Service
VATP	Vulnerability Assessment Training Program
VO	Vehicle Operations
VOTF	Violent Offender Task Force





While we had much success last year, we also suffered tragedy. During 2021, we lost 12 of our colleagues. The following team members believed in the United States Marshals Service's mission and faithfully served until their passing. Let us honor their memories and service by continuing to uphold the values of our agency and forever honoring their legacies.



Special Deputy U.S. Marshal Hugh Bennett (Court Security Officer) - District of Utah



Special Deputy U.S. Marshal Vincent Gala, Jr. (Court Security Officer) - Northern District of West Virginia



Special Deputy U.S. Marshal Havonia Holley (Court Security Officer) - Northern District of Georgia



Senior Inspector Jared Keyworth - Investigative Operations Division, Technical Operations Group



Special Deputy U.S. Marshal Craig Kriner (Court Security Officer) - Northern District of West Virginia



Ms. Beverly Ames (System Accountant) - Financial Services Division



Mr. Arturo Campos (Investigative Analyst) - Southern District of Texas



Mr. Jerome Dally (Property Management Specialist) - Southern District of Texas



Mr. Joseph Eason (Supervisory Information Technology Specialist) - Information Technology Division



Special Deputy U.S. Marshal Robert Holtz (Court Security Officer) - Western District of Pennsylvania



Senior Inspector Joseph Thornton - Investigative Operations Division, International Investigations Branch



Special Deputy U.S. Marshal Charles Ullman (Court Security Officer) - District of Columbia, District Court

Calendar Year 2021

Line of Duty Deaths



Non-Line of Duty Deaths



**JUSTICE • INTEGRITY • SERVICE**

---

**[www.usmarshals.gov](http://www.usmarshals.gov)**